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ABSTRACT

Indiana's C-1 Rule and its Comprehensive Assessment and Program Planning System (CAPPS) is a state-imposed educational reform plan intended to bring about major changes in curriculum and instruction in Indiana schools. The C-1 Rule required Indiana school districts to evaluate and conduct followup studies of curriculum development at the local school level. It prescribed timetables, options, provisions for disabled students, and report processes to parents and to the Indiana Department of Public Instruction. The CAPPS model is a process developed to assist the local schools in planning and evaluating their educational programs. Statewide surveys were conducted to monitor the progress of C-1 and CAPPS and were supplemented by case studies depicting the experiences of school personnel in small, medium, and large school systems. The surveys and case studies supported the conclusion that the new requirements had produced a great deal of activity at the parent and community levels as well as within the schools. The impact of C-1 and CAPPS appeared to be weakest in the area of remediation, and time and money were also mentioned as problem areas. Although reservations were expressed, participants endorsed the C-1 Rule. CAPPS made available for the first time statewide statistics on needs assessment techniques, goals, local standards, evaluation methods, results, and remedial efforts. (FG)

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CURRICULUM DEVELOPMENT IN INDIANA: ANALYSIS OF THE C-1 RULE AND CAPPS

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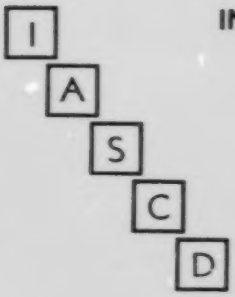

INDIANA ASSOCIATION FOR SUPERVISION AND CURRICULUM DEVELOPMENT

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CURRICULUM RESEARCH AND DEVELOPMENT CENTER

SCHOOL OF EDUCATION, INDIANA STATE UNIVERSITY ● TERRE HAUTE

INDIANA ASSOCIATION FOR SUPERVISION AND CURRICULUM DEVELOPMENT

The Indiana ASCD was first informally organized in 1923. Since 1965 the association has been based at Indiana State University. Today, membership in the association approaches 600, with almost one-half of that number affiliated with the National organization. The membership of the association includes curriculum directors, supervisors, content specialists, superintendents and assistant superintendents, principals, college professors, consultants, commercial people, elementary and secondary teachers, and students. We are particularly proud that our membership represents a diversity of professionals in all areas of education. Among the association's goals is to sustain professional development that focuses on perceptive, competent curriculum planning and supervision as well as the improvement of instructional practices for children. There are five regional divisions of IASCD which hold annual spring converences.

Dick Flatt
President

William L. Walker
Executive Secretary

THE CURRICULUM RESEARCH AND DEVELOPMENT CENTER

The Curriculum Research and Development Center of Indiana State University provides school systems the opportunity to secure aid, encouragement, and cooperation in curriculum development projects. It coordinates the participation of University personnel engaged in curriculum work, provides information concerning curriculum development, and initiates and sponsors curriculum research projects. It is the contact point where public schools initiate inquiries regarding curriculum and acts as a vehicle or communication between elementary and secondary schools and the University. Although the CRDC operates as an agency of the School of Education, it represents all departments of the University engaged in curriculum development projects.

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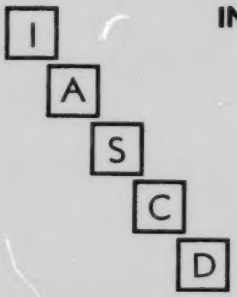

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PREFACE

> The traumas that the schools have recently undergone have arisen precisely because of our waning confidence in the school. The moral consensus that undergirded the public school for so many decades has dissolved. And in its absence the state schools have fallen prey to a host of political locusts. Drained of its integrity, public education has become an automatic target for every new political grab.[1]

Whether Itzkoff's perception of the "waning confidence" and its consequences for public schools is totally accurate or not, or is totally valid or not, is not the issue. There has been an erosion of the legitimacy of some of the major public institutions in this country including public schools.

For the past four to five years, the popular press, the electronic media and the professional journals have been quick to point out not only the many problems that schools face, but also the failure of schools to adequately provide their products with the skills and knowledge needed to function effectively.

When individuals independently or banded together into a group attack the public school they are inevitably disenchanted with the school's educational program--its curriculum. It costs too much; it's not assisting students to learn; it emphasizes the wrong things; it's irrelevant or meaningless; it lacks appropriateness and functionality; it does not lead to the production of literate, functional citizens, and so on.

Concern by professional educators and lay citizens (including legislators) to find a way to stem the loss of consensus, credibility and vitalness regarding the quality of public education has led to a movement broadly labeled "minimum competency." A movement that in one way or another has seen over 60 percent of the states in this country take some kind of action to ensure minimum standards. Like all concerned educators, the Indiana ASCD also has been concerned about the restoration of consensus, credibility, and vitalness to the educational program of public schools. Over the past four to five years at both the state and regional level this concern has been expressed through program offerings and by resolution.

This publication is a manifestation of that concern--a concern expressed once again by resolution at the 1980 state meeting--and is this Association's response to the wishes of its membership.

William L. Walker
Executive Secretary, IASCD

NOTE

1. Seymour Itzkoff, *A New Public Education* (New York: David McKay Co., Inc., 1976), pp. 333-34.

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Chapter I

THE SETTING OF THE STUDY

Margaret C. Gray and Robert O. Williams

Minimum competencies, a recent enthusiasm of educators, is yet another slogan-cause designed to improve the schools. Over the last two or three decades the schooling enterprise has lived through wave after wave of concern, some for strengthening academic excellence, some for humanizing our behavior, some for career expectations and preparation, each with the mission to improve the schools and provide a "better" experience for the students who attend them. Having witnessed this loosely coordinated, pluralist array of reform movements all designed to improve the schools, many lay persons and professional educators remain dismayed. What gains have been made? What successes have been noted? Are the students better prepared? Is the public better served? All are questions that are repeated time and time again.

Currently, the popular press and other media have been quick to point out the many problems that plague the schools--decline in SAT scores, increased vandalism, high unemployment figures for youth and minorities, "Why Johnny Can't Read," "Why Johnny Can't Add," "Why Johnny Can't Write," and CBS Television's report, "Is Anybody Out There Learning?" All the "evidence" points to the apparent failure of our current reform movements. But, even more disheartening to educators was the respectability given to these charges by Norvell Northcutt and his University of Texas research team. After four years of study regarding adult performance levels (APL), Northcutt concluded that 19.8 percent of American adults lack the skills and knowledge needed to function effectively, and that additionally 33.9 percent are marginally competent. According to the study, only 46.3 percent or less than half of all American adults are functioning with any degree of real competence.[1]

Faced with the charges of the popular press and the support of research, all concerned (professional educators, lay citizens, legislators) sought to discover a way to reverse this trend. The reform movement that was selected was broadly labeled "minimum competency." Clearly, it was a movement whose time had come. It offered "accountability" to those who pointed to the inefficient use of time and the cost of schooling. It offered a way to refocus our attention on the

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"basics" of education for those who criticized our "humanistic" and frill-laden curriculum. But, foremost to all reasons of support for the movement, was the fact that it was based upon a "scientific-technological" procedure. The systems that brought us great status as an industrial giant could and would bring us top-performance products from the schools. A reform movement whose roots extend back to the end of the nineteenth century had come of age and by the end of 1977 thirty-one states had taken some action to ensure minimum competency standards. Indiana was no exception to the nationwide movement.

The Indiana Plan: What It Is

On February 24, 1978, the Commission on General Education of the Indiana State Board of Education established what has come to be known as the C-1 Rule. Technically, the ruling is found in the *Administrative Handbook*, Rule C-1, Section 1, Part C, Paragraph 7. In the spring of that year the Indiana Department of Public Instruction (IDPI) followed up with CAPPS--the Comprehensive Assessment and Program Planning System--designed to instruct local school districts in the steps necessary to meet the requirements of the C-1 Rule.

The C-1 Rule states that it is an "educational improvement program." It directs each school corporation to form a local advisory committee for the purpose of determining and recommending local standards of student performance. It obliges each district to submit to the State for approval a comprehensive plan of its curriculum programs. This comprehensive plan includes program objectives, an assessment of student needs, prescribed instructional strategies to meet those needs, a testing schedule (the results of which will be reported at four grade levels), and a timeline for the implementation of the plan. The Rule also requires that school corporations evaluate students "as to basic skills" and inform parents or guardians of the results. One year after the original plan is submitted, a student progress evaluation report is to be sent in. These reports are to be made annually. Finally, each local district is given the option of using test scores as a graduation requirement in addition to the already established requirements.

CAPPS guidelines were issued in the form of a seventy-two page manual describing, clarifying, and illustrating the essential activities that a school district could engage in to satisfy the C-1 Rule. It included the text of the Rule and copies of the projected report forms that were to be returned to the IDPI.

The C-1 Rule specifically involves four areas of curriculum and instruction. The plan for the language arts curriculum was to be completed by December of 1978, and the report on student progress was due in July of 1979. Social studies was to submit its curriculum plan by August 1, 1979 and its report on student progress in July of 1980. Mathematics and science would begin reporting in succeeding years.

The Indiana Plan: Where It Came From

It would seem that in ratifying the C-1 Rule the Commission on General Education was responding to pressure from both the public and the legislature, the same kind of pressure that in other states was and is leading to the establishment of minimum competency testing programs.

In 1977, Representative James Jontz (Democrat, District 20) did introduce into the Indiana legislature a bill requiring minimum competency testing for high school graduation. He reported favorable attitudes on the part of his own constituents and of citizens throughout Indiana. The bill, however, was held in committee by Representative Phillip Warner (Republican, District 11), Chairman of the House Education Committee, while he consulted with Harold Negley, Superintendent of the IDPI. Dr. Negley, in turn, consulted with other groups, including the Indiana State Teachers' Association, the Indiana Association of Public School Superintendents, business organizations, and members of his own staff. The reaction of these groups to legislating minimum competency testing for high school graduation was not positive. The bill did not get out of committee.

Representative Jontz reintroduced a minimum competency testing bill in the 1978 legislature, and it was again defeated. However, there did seem to be mounting pressure for some type of educational reform--a plan which would ensure the establishment of some kind of competency standards and some degree of accountability, but which would avoid the problems and the questions which minimum competency testing laws were creating in other states.

The explanation that the Indiana C-1 Rule and the Comprehensive Assessment orginated as a result of public and legislative pressure and particularly of an implied "threat" to legislate the kind of minimum competency testing programs that were presently in effect in such states as Oregon and Florida is not accepted by all the parties concerned.

Dr. Margo Green of the IDPI who was involved in the actual writing of the C-1 Rule and of CAPPS disagrees with that interpretation.[2] She points out that a legislative study committee had met in the summer of 1977 and listened to testimony from educators and citizens on how best to improve curriculum and instruction in Indiana schools. The committee considered but decided against recommending a minimum competency testing requirement for high school graduation. It did recommend that the Commission on General Education devise some project which would bring about general educational improvement.

At that time the Commission was already working on a revision of the *Administrative Handbook* under the direction of Barbara Pashos (Negley). "Rule C--Curriculum" was being revised, as were other areas of the *Handbook*. During this process "Rule C-1: Requirements for Certified, Commissioned Schools; Section 1: General Requirements; Part C: Minimum Standards for School Corporations; Paragraph 7" was rewritten to include the "state educational improvement plan" which has come to be known simply as the C-1 Rule. In the *Handbook* the Rule follows a paragraph describing the minimum acceptable length of the school day, and precedes a statement about the length of the validity of a commission. The C-1 Rule is, in fact, nothing more (or less) than an addition to the *Administrative Handbook* and one part of the several requirements that schools must meet if they are to be recognized as certified, commissioned schools by the Commission on General Education.

The plan itself, according to representatives of the IDPI, was not hastily conceived in response to pressure and in order to circumvent a minimum competency testing law, but was consistent with a program planning system for curriculum improvement designed earlier.[3] It is not a minimum competency testing program. Only four districts in Indiana now have a competency testing requirement for graduation, and one had that requirement before the C-1 Rule. It has not been "legislated" in the sense that it has passed through the state legislature, although a legislative committee has reviewed and approved the plan. Members of the IDPI believe it is based on sound principles of curriculum development and will continue to stimulate healthy changes long after the "faddish" minimum competency movement has faded.

Despite the question of the original motivation for C-1 and CAPPS, the facts remain that it is a state-imposed educational reform plan coming at a time when other states are also enforcing new programs and that it shares many of the same components as these other programs. It is more than a simple change in the *Administrative Handbook*. The IDPI recognized this when it established a committee to write a manual that would clarify C-1 and set up an extensive series of workshops to explain the essential steps in the plan to representatives of local school corporations. Certainly local school corporations recognized this when they contemplated the amount of organization and planning that would be demanded of them if they were to complete the prescribed activities satisfactorily.

The C-1 Rule and CAPPS were intended to bring about major changes in curriculum and instruction in Indiana schools. Among these changes were the setting of minimum acceptable standards of student performance, a dedicated effort on the part of local school personnel to ensure that students met those standards, a valid method of measuring student achievement, a clearly-defined remedial program, and the documentation of the whole process in the form of formal reports to the IDPI.

To successfully accomplish these changes a great deal of time and money has been invested at both the district and the state level. In view of the expected consequences and the resources that are going into bringing them about, it seems important to ask some questions. What effect is the program actually having? What changes are perceived as occurring, and are they the changes that were anticipated? Does the program facilitate curriculum development? What does the future hold for the C-1 Rule and Indiana schools?

Nature of the Study

To answer these questions and still others, we have proposed to approach the topic of the C-1 Rule and CAPPS from three distinct perspectives. The first perspective will focus on the curriculum design proposed by the Rule. The second perspective will focus on the perceived effects of the C-1 Rule and CAPPS on school districts in Indiana by reporting and summarizing the responses to two statewide surveys and selected case studies. The third perspective will focus on evaluation procedures and results in Indiana schools reported by IDPI after the first year of the program.

By utilizing this approach we hope to offer to local school personnel, those involved at the state level, and all others concerned with the schooling of young people in Indiana, a compilation of information about the C-1 Rule and CAPPS that will serve a useful function in educational decision-making in the future.

NOTES

1. Edith Roth, "APL: A Ferment in Education," *American Education* XII (May 1976).

2. Interview with Dr. Margo Green, Coordinator for CAPPS Programs, IDPI, Indianapolis, Indiana, 16 November 1979.

3. Ibid.

Chapter II

THE C-1 RULE AND CAPPS AS CURRICULUM DEVELOPMENT

Robert O. Williams

Lawrence Cremin has noted, "'Curriculum' in its English usage is a comparatively recent term, dating from the nineteenth century, if one accepts the examples in The Oxford English Dictionary as authoritative."[1] It is not surprising that the usage of the word "curriculum" did not begin until the nineteenth century. Prior to that time formal schooling was a process whereby the teacher told information to the students who in turn were required to record, memorize, and recite back the information to the teacher. The course of study, the formal curriculum, consisted of the few books that the teacher possessed. The question of what should be included in the course of study was the responsibility of the teacher and quite often restricted by the printed material in his/her possession. There was no need for an elaborate theory of curriculum decision-making.

The technological innovation that applied steam power to the printing press early in the nineteenth century was to change all that. It became obvious to all that increasing volumes of information were becoming available in the form of the printed word. Equally obvious was the fact that not all of the information could be included and taught in the school day. Decisions were required about which information and printed materials should be considered to constitute the curriculum of the school.

Not all the credit can be given to technological advancement for the development of curriculum decision-making. Two other factors contributed significantly to the emergence of this field as an educational concept and problem. The first of these factors was the increase in the student/teacher ratio. What began as the tutorial norm of 1 to 1 in the early eighteenth century grew to over 30 to 1 in the twentieth century. Since the teacher could no longer pass on to the student the cherished information of adult culture by the tutorial model, a written plan (curriculum) was needed.

The second factor was the mobility of the society. As both teachers and students moved westward with the frontier in the nineteenth century and then to the city in the twentieth century attempts were made to standardize the schooling experience. As W. Richard Stephens has pointed out, "The curriculum, therefore helped maintain an ordered and standardized education amidst the rapid changes which American

society underwent in response to the industrial movement."[2] The standardized curriculum became a major part of what the historian Robert Wiebe has called *The Search for Order*.[3]

The curriculum of the school took on the role of guardian of the cherished information and values of the society; therefore, it is not surprising that great discussions were held over the nature, content, and control of the curriculum. The age-old questions of what to teach, to whom, and when provided the basis for the discussions, and the participants were many and varied--educators, the lay public, state legislators, and today even the federal government. Thus, the solutions that were proposed to the questions were many and varied. Although varied, each solution that was proposed grew out of a unique perspective and to come to know the strengths and limitations of the solution required a thorough understanding of the perspective. The C-1 Rule and CAPPS are extensions of the rich heritage of curriculum discussions and debates. They represent models of curriculum making designed to improve the schooling. If we are to assess the impact of the C-1 Rule and CAPPS on curriculum development, we need to know the perspective they represent. This in turn will enable us to better assess their strengths and limitations. Thus, it is the intent of this paper to examine the C-1 Rule and CAPPS as curriculum development guides by noting the historical as well as current perspective used in curriculum and determining what this perspective can or cannot do for curriculum development.

Historical Perspective on Curriculum Development

Very few curriculum projects initiated today do not owe some debt to William Torrey Harris. He was superintendent of the St. Louis school system during the 1870s and developed a paradigm for curriculum-making that was to be influential for many years to come. Harris began with the assumption that education (schooling) is a process by which a self-active being is elevated into the species. The task assigned to the curriculum is to make available in a systematic and economical way the accumulated wisdom of the species. The primary pedagogical tool to Harris was the textbook. In this tool he saw an opportunity for all to have access to common learnings so the teacher through recitation could get the pupil to relate the learnings to his/her life. The overseer of this process would be the examination. These would be frequent and the pupil could be classified and moved through a graded system.

All the parts for a curriculum development paradigm were there for Harris. He had a learner that was self-activated, a course of study that was carefully selected and sequenced by adults, materials for instruction (primarily textbooks), a teacher, and examinations which helped to provide an organizational structure for a large number of students. To us there is nothing unique about Harris' paradigm.[4] In so many ways it is what we have in the C-1 Rule and CAPPS. But,

our historical debt for today's curriculum-making does not end with Harris. He was, as was noted, instrumental in providing the players and equipment for the game, but still others provided many of the essential ingredients we find prevalent in the C-1 Rule and CAPPS.

By the second decade of the twentieth century Frederick Taylor's scientific management system was having enormous influence on both industry and education. The two major curriculum theorists who initiated the "economy and efficiency" concept of schooling were Franklin Bobbitt and W.W. Charters. Both tended to conceive the school as a factory; the child was seen as the raw material, the teacher as the worker-laborer, the supervisor as the foreman, the curriculum as the conveyor-belt of the mass production assembly line, and the "ideal" adult as the finished product.

Bobbitt starts by noting that, "Education is primarily for adult life, not for child life. Its fundamental responsibility is to prepare for the fifty years of adulthood, not for the twenty years of childhood and youth."[5] He argued that the objectives of education in their form at that time were too vague. He wanted to bring education into an intimate and vital relationship with life, and he wanted to bring "scientific respect" to curriculum-making. As Bobbitt pointed out, "So long as objectives are but vague guesses, or not even that, there can be no demand for anything but vague guesses as to means and procedure. But the era of contentment with large, undefined purposes is rapidly passing. An age of science is demanding exactness and particularity."[6]

Bobbitt was quick to recognize that no matter how "scientific" the means and procedure of schooling became it would have limited impact if the objectives remained vague guesses and personal opinion. Thus, he saw a need for a theory of curriculum-making that made the curriculum not only the procedure but the embodiment of the purpose of schooling. In short, the objectives needed to become as "scientific" as the curriculum. To accomplish this he needed a "scientific technique." To him his theory was simple and clearcut. He states:

> Human life, however varied, consists in the performance of specific activities. However numerous and diverse they may be for any social class, they can be discovered. This requires only that one go out into the world of affairs and discover the particulars of which these affairs consist. These will show the abilities, attitudes, habits, appreciations, and forms of knowledge that men need. These will be the objectives of the curriculum. They will be numerous, definite, and particularized. The curriculum will then be that series of experiences which children and youth must have by way of attaining those objectives.[7]

Helping to find the particular and specific activities became the major contribution of W.W. Charters. He proposed that the activities be ascertained by the method of job analysis.[8] That is, simply watch adults and record their activities. This is a very simplistic explanation of what Charters proposed (he developed four methods of job analysis with many subcategories involved) but it does give the flavor of the scientific technique.

One last point needs to be made on the contribution of the scientific method. Both theorists noted that some objectives by their very nature are vague. In those cases the task is simply to reduce the objective to smaller units. For example, consider the objective of fostering good citizenship. This can be reduced to being a good neighbor, a good parent, a careful and conscientious voter, and so on and on. Each of these units in turn can be analyzed until reaching what was called a "working unit." This unit in turn became a forerunner to the behavioral objective. Thus, the contributions to the C-1 Rule and CAPPS from the scientific curriculum makers are significant. Their concern for the end product and the reduction of purposes to working units are parallel to many components of the CAPPS plan.

No complete historical debt of the C-1 Rule and CAPPS would be complete without the mention of two more significant figures--Edward L. Thorndike and Ralph Tyler. The impact on education and curriculum-making by both men has been enormous and has been well documented. In fact we can point to Thorndike as a major influence in developing a science of education. (It should also be noted that John Dewey can share equally in this claim.) As a scientist Thorndike was concerned with the preciseness of observation. He reasoned that if we were to discover through scientific inquiry the laws of teaching and learning then precise measurement of the phenomenon was required. If we were to move teaching beyond intuition, chance, or trial-and-error we needed to be able to accurately assess the outcomes of the process. His work has led to the highly sophisticated field of testing so dominantly used in the C-1 Rule and CAPPS today.

The impact of the work of Ralph Tyler has been more directly applicable to curriculum-making. His monograph *Basic Principles of Curriculum and Instruction*, first published in 1949, has served as a staple in curriculum workers' libraries everywhere. His rational and systematic approach advocated no one particular view of education. Instead, he proposed four basic questions that must be attended to by anyone who is in the act of curriculum-making. They were:

1. What educational purposes should the school seek to attain?

2. What educational experiences can be provided that are likely to attain these purposes?

3. How can these educational experiences be effectively organized?

4. How can we determine whether these purposes are being attained?[9]

By examining these four questions it becomes obvious that Tyler was highly influenced by earlier theorists such as Dewey, Thorndike, and Bobbitt. Along with Thorndike he believes the outcomes of schooling should be assessed through observable behavior. Dewey provided the emphasis for experiences as the major flow of the schooling process. Bobbitt provided the emphasis upon objectives. In fact, in the monograph Tyler defends the amount of space devoted to objectives by stating, "We are devoting much time to the setting up and formulation of objectives because they are the most critical criteria for guiding all the other activities of the curriculum-maker."[10] Through his monograph Tyler provided much of the rationale for the CAPPS plan as will be noted later.

The C-1 Rule and Capps as Curriculum Development

A reality for all curriculum workers is that curriculum-making does not exist in a vacuum. Events taking place in a larger social context than just the school have tremendous impact on the curriculum-making process. As was noted in Chapter I this was the case for the C-1 Rule and CAPPS. They were a response to questions and concerns that were coming from places other than the curriculum workers' offices. Primarily they were a response to pressures being generated by political forces--the state legislature. As such, the C-1 Rule and CAPPS best reflect a model of curriculum development labeled "disjointed incrementalism."[11] But, what are the C-1 Rule and CAPPS? Rule C-1, 1,C, Paragraph 7 (as amended) states:

> A state educational improvement program will begin in the school year 1978-79 with evaluation and follow-up in reading, composition and spelling. In successive years the program will be expanded cumulatively by adding subject matter areas according to the local textbook adoption cycle (1979--Social Studies, 1980--Mathematics, 1981--Science).
>
> a. Each school corporation shall form a local advisory committee for the purpose of determining and recommending to the governing body of that school corporation the local standards of student performance. This committee shall include teachers, administrators, parents, and community members.
>
> b. By December 1, 1978 and by August 1 of each succeeding year each school corporation shall submit to the Department of Public Instruction for review and approval a comprehensive

plan for the evaluation of its curriculum programs for grade levels reported in (4) below. A comprehensive plan for all grade levels shall be retained in the files of the school corporation. The comprehensive plan shall include a description of:

(1) program goals and objectives (expected achievement of students);

(2) assessment of needs (testing of student performance to determine strengths and weaknesses of pupils);

(3) prescribed instructional procedures and strategies (corrective and developmental) which are based on the diagnosis so that the identified needs of all students are met;

(4) evaluation of pupil progress--this evaluation shall include a testing program at the four grade levels selected (3, 6, 8 and 10 or comparable systematic grade level pattern) as one of the evaluation procedures. Checklists, systematic teacher observation and other measures of achievement shall also be used;

(5) timeline for program implementation and evaluation.

c. Each school corporation shall evaluate its students each year as to basic skills utilizing evaluation instruments based on school objectives and diagnostic-prescriptive teaching. Schools shall have the option of:

(1) developing their own tests based on locally determined objectives;

(2) requesting assistance from the Department of Public Instruction in developing tests which are consistent with their own objectives;

(3) purchasing commercially prepared tests.

d. Mentally handicapped, learning disabled, and emotionally handicapped students, as defined in Rule S-1, may but shall not be required to participate in the program. Sensory or physically handicapped students shall have the program administered in such a manner as to be appropriate to their needs.

e. Each year each school corporation shall report to parents/legal guardian the progress of their child in basic skills.

f. By July 1,1979 and every year thereafter--each school system shall submit to the Department of Public Instruction an evaluation report on the curriculum program in those grades tested. This report shall be ongoing and submitted to the Department of Public Instruction yearly. (Individual evaluations per child should be part of record-keeping of each school and should not be reported to the Department of Public Instruction.)

g. Each school system shall have the option of using test scores as a local graduation requirement in addition to the established state graduation requirements.

h. By August 1, 1980, and every year thereafter, each school system will have the option of submitting program goals and objectives to the Indiana Department of Public Instruction.

The *Comprehensive Assessment and Program Planning System* (CAPPS) was designed by Harold Negley, Superintendent, Indiana Department of Public Instruction (IDPI) and his staff "to assist local school corporations in planning and evaluating their educational programs." The CAPPS model was conceived as a seven step process that began with (1) a review of present program, and then proceeded to (2) goal setting, (3) assessment of present performance, (4) selection of performance objectives (optional), (5) selection of instructional strategies, (6) implementation, and (7) evaluation of progress. To accomplish this seven step model the IDPI proposed a thirteen step guide to be followed.

1. Form local advisory committee including teachers, administrators, parents and community members.

2. Review goals, organization and scope of present program in subject area to be assessed.

3. Develop a timeline for program implementation.

4. Have local advisory committee review and recommend corporation goals and objectives in the subject area for all grades.

5. Establish local standards of student performance.

6. Assess present performance of students in grades 3-6-8-10, or a comparable grade sequence, to identify the gap between program objectives and student performance.

7. (Optional) Have local school personnel establish performance objectives. If necessary, provide in-service help for teachers in the writing of performance objectives.

8. Have teachers develop and organize appropriate learning activities and instructional/organizational strategies based on the objectives, including organizational systems and classroom management. If necessary, provide in-service training for teachers appropriate for individualizing instruction.

9. Have local school personnel implement the strategies, making adjustments where desirable. If necessary, provide in-service training for teachers in recordkeeping procedures.

10. Evaluate pupil progress at grades 3-6-8-10, or a comparable grade sequence, using both a testing program and other assessment measures.

11. Develop and implement a system for reporting to parents that will help parents assist in the education of the child. Encourage parents and teachers to participate in developing the system.

12. Report to state on program plan.

13. Report to state on student progress.

All of this work was not done as an academic exercise. Dr. Negley and his staff hoped that the C-1 Rule and CAPPS would bring the school and the community closer together "in a matter vital to the survival of our society--the preparation of today's students for their role as tomorrow's citizens."[12] In addition the plan would not only focus on the basic skills--reading, writing, and computation--but would include the social studies and science--"that body of content, information, and knowledge that has traditionally marked a person as educated."[13] And so the plan was to head off the widely heard criticism of other state plans that only assessed competency in the basic skills.

Current Perspective on Curriculum Development

As curriculum development plans the C-1 Rule and CAPPS are logical extensions of the history of curriculum-making. They are also in the mold of current curriculum thinking. As such, however, they fall prey to the weaknesses that can be ascribed to the historical as well as the present curriculum-making models. Let me clarify my view of current curriculum reform.

Within recent history, schooling has been increasingly linked to extrinsic ends--social, economic, military, or political ends. In 1958, the National Defense Education Act proposed that our first line of defense in the cold war and the space race was the bolstering of science and mathematics in the schools. Later, the Elementary and

Secondary Education Act of 1965 envisioned schooling as the solution to the cycle of poverty. By the early 1970s the disenchanted youth in high schools and on college campuses, the high unemployment among youth, the sagging economy, inflation, and loss of production became social forces contributing to the development of career education. By the mid- to late 1970s, the media's attention to declining test scores, the grassroots movement of Back-to-Basics, and the widespread concern over literacy rates moved state legislatures and local school boards to adopt minimum competency programs.

Our recent curriculum reform models have pushed for product not process. Students are taught to prepare tax forms and not to raise questions of our structure of taxes. To propose alternatives, to seek new solutions, or to critically think are goals that are relegated to subordinate roles while we seek to produce the measurable product. Cause and effect has become a dominant curriculum-making axiom. If we are behind in the space race we need more scientists. Scientists are produced by our schools. Therefore, we must increase aid and legislate programs that produce scientists. The same can be noted for literacy rates or work habits. This model represents a direct and simple solution to the problem at hand. What is happening is that we are assuming the laws that govern natural phenomena also regulate and control man-made phenomena. We have become "scientific" in an industrial-technological sense.

As car manufacturers sought to make a more fuel-efficient product, they realized that basic laws of physics held many of the keys to success. They knew that it took more energy (more fuel) to propel a large mass over a certain distance than it took to propel a small mass over the same distance. Thus, a key to a more fuel-efficient automobile was to reduce the weight. In this instance the manufacturers had a product they wished to produce. In fact the product could be defined by a measurable standard. They had a system of tests readily available to accurately assess the end product. A system was devised to take the raw material and by careful manipulation of the material create the product. The principles of scientific management could even improve the efficiency of the manipulation of the raw material. This model has served our industrial system well. But, what about schools?

The analogy helps to pinpoint the weaknesses of this model when applied to curriculum-making in the schools. It calls for an overemphasis and reliance upon behavioral (overt) standards and testing or assessment. The problem with the specific behavioral objective (standard) is, as Eisner noted, "that those who evaluate them often fail to distinguish between the *the application of a standard* and *the making of a judgment*."[14] A standard is an established measure of extent that is clear and very precise. A student can run a mile in six minutes or he cannot. A student can accurately define a set of

vocabulary words or he cannot. For these schooling tasks a standard can be applied by anyone. But, what about a novel solution to a social problem or the musical interpretation of a solo or the intellectual interpretation of historical material? Here standards do not apply.

Noting the shortcomings of standards to measure these acts is not to say one cannot make judgments about them; the criteria are vastly different however. Judgments are not made by the "mechanical application of prespecified standards, but by comparison of the qualities in question to a whole range of criteria that teachers or others making the judgment already possess."[15] Once we lock ourselves into standards of overt performance we have reduced the educational process and our curriculum to a mechanistic level that relegates human functions, such as thinking, to subordinate roles because, by their very nature these human qualities go beyond discursive language.

Our reliance upon standards leads to yet another problem that was mentioned above. By retaining standards of behavior we have moved curriculum evaluation to curriculum measurement. Of course the terms are independent. That is, one can evaluate without measuring or measure without evaluating, but the shift has caused our curriculum-makers to believe that we cannot evaluate without first measuring. This means in effect that the curriculum of the school in large part remains that which can be measured. While noting that evaluation is a procedure to improve the school's program of studies, it too often serves as an impediment to that process. Teachers and students gear up for the tests. The tests are not created to assess what teachers and students have been doing unless the teachers are teaching the test. The potential occurrence of these weaknesses of today's curriculum reform movement is contained in the C-1 Rule and CAPPS.

Assessment of the C-1 Rule and CAPPS as Curriculum Development

The C-1 Rule and CAPPS have exerted tremendous influence on the schooling process in Indiana. They have created an energy charged atmosphere of curriculum discussion and debate. A quick glance at the programs of conferences held by state organizations over the last few years attests to the atmosphere. However, one could argue that any mandated curriculum plan would have caused the excitement and exerted as much influence. This is true, but the C-1 Rule and CAPPS as curriculum development plans do have a point-of-view. Thus, it is not change the curriculum just to change the curriculum, but rather change with a specific goal in mind. The assessment then is made with both the process and goal in view.

One additional point should be made before the assessment can proceed. Often the argument is posed that strengths and limitations of any curriculum plan should be separated into two broad areas--the model itself and the implementation. The argument is advanced that the model is sound and that problems occur in the implementation.

Thus, what is intended to be done is not at fault, but rather the implementation is at fault. This can and does happen. But, the model of curriculum development that is used does set the parameters for implementation behavior. Quite often limitations noted in implementation are directly related to the constraints imposed by the nature of the model. This assessment is made with the view in mind that there is no separation between projecting the model and implementing the model.

The system which the C-1 Rule and CAPPS represent is a blend or combination of Bobbitt's "scientific-efficiency" model, Tyler's rational approach, and current curriculum reform thinking. The strengths of the model are those same strengths we can attribute to Bobbitt's, Tyler's, or current reform models. Clarity of intent or mission is a major strength. Now schools must identify more clearly their goals. This will permit schools within a district to more closely coordinate efforts. A sense of unity of mission will bring diverse and separate groups together. Assessment of the goals will be facilitated. Weaknesses will be more easily identified and remediation more effectively delivered. In short, the school will become more efficient in delivering its services.

Another major strength of the C-1 Rule and CAPPS is the focus on the local school district. The first step of the model calls for an "in-house" review. The review, however, is not to be conducted against "outside" generated criteria. It is to work through locally determined criteria. Thus, the State has avoided the problems of state mandated content and skills and has left the process to local determination. Further, the State has left it optional for schools to use performance objectives and competency requirements for graduation. The whole approach of the C-1 Rule and CAPPS emphasizes the local school district.

The C-1 Rule and CAPPS are not without their limitations, however. The very models on which the C-1 Rule and CAPPS are based have their limitations as well as strengths. The intent of education as Bobbitt noted was to prepare the student for the fifty years of adulthood. The intent of the C-1 Rule and CAPPS is to produce the "competent" future citizen. The standards of this future citizen are determined by adults meeting as local advisory councils. As is noted in CAPPS, "the committee (local advisory committee) shall include at least the following: teachers working in the local school corporation, administrators working in the local corporation, parents of students in the corporation and community residents who do not have children in school. Others may be included in addition to those listed." Although not prohibited, students are not required members of the committee. Thus, the student may remain voiceless in the process of determining the "competent" future citizen.

The basic principle of Tyler that objectives precede action is a characteristic of the C-1 Rule and CAPPS. Nowhere in the plan can ends

be constructed out of action. This causes a deemphasis of so much human activity that holds the promise of being educational. Surely it is appropriate for teachers to plan activities that have no explicitly stated behavioral outcome. For example, a teacher may plan time when students simply read books of their own choosing. Students may go on an outing that holds the promise of fruitful educational experiences. The reliance on prespecific ends negates so much activity that may be educational.

The C-1 Rule and CAPPS do not overtly dictate the organization of the curriculum. They do, however, reflect the organizational plan as represented in the *Administrative Handbook* of the IDPI. They further entrench the organizational plan of separate subjects. The C-1 Rule and CAPPS effectively limit experimentation by adhering to separate subject reporting. If a school were to organize around social issues, such as suggested by Van Til,[16] or utilize the cluster approach as suggested by Cawelti,[17] it would be very difficult to conform to the required reporting procedures. Thus, if a school corporation envisioned education differently than this ends preceeding means and separate subjects organizational plan, they would be restricted in implementing a unique program.

Finally, the C-1 Rule and CAPPS rely heavily upon measurement. While they call for evaluation, the language should read measurement. This is consistent with the "specified in advance behavioral objectives" approach. Again, however, it greatly reduces educational options. CAPPS calls for both formal and informal measures. Each school corporation must use either a commercially devised test or create their own and report the results of the tests to parents of children in a four grade sequence. CAPPS suggests the grades of 3, 6, 8, and 10. Informal measures that are suggested include skills checklists, student products, systematic teacher observation, and textbook mastery tests. All measures, whether formal or informal, are tied closely to expected standards. Nowhere are teachers expected to make judgments--to bring a variety of criteria to bear on student action and interaction. Again, while not explicitly stated, the C-1 Rule and CAPPS imply that what is important in school is that which can be measured.

A Final Word

The C-1 Rule and CAPPS have and will continue to exert influence on schooling in Indiana. The model selected has much good about it. It offers direction, efficiency, and accountability. But also, the model has some noted deficiencies. If in its reconceptualization and evolution it can be opened to greater student comment, to other ways or views of education and the schooling process, and to less emphasis upon prespecified objectives and numerical measurement, perhaps greater improvement would occur. Finally, if we could recognize that the "scientific" model of curriculum-making is unidimensional and that schools are and should be multidimensional, perhaps we could avoid the next cause-and-effect movement for school reform and design a plan that addresses the total program of schooling.

NOTES

1. Lawrence A. Cremin, "Curriculum-Making in the United States," *Teachers College Record* LXXIII (December 1971): 207.

2. W. Richard Stephens, "Ideosyncratic Variables Related to Curriculum Making in Historical Perspective," paper presented at the meeting of The John Dewey Society, Chicago, IL, February 1976, p. 2.

3. Robert H. Wiebe, *The Search for Order, 1877-1920* (New York: Hill and Wang, 1967).

4. Cremin, "Curriculum-Making," pp. 207-210.

5. Franklin Bobbitt, *How to Make a Curriculum* (Boston: Houghton Mifflin Co., 1924), p. 8.

6. Franklin Bobbitt, *The Curriculum* (Boston: Houghton Mifflin Co., 1918), p. 41.

7. Ibid., p. 42.

8. W.W. Charters, *Curriculum Construction* (New York: Macmillan Co., 1924).

9. Ralph W. Tyler, *Basic Principles of Curriculum and Instruction* (Chicago: University of Chicago Press, 1949), p. 1.

10. Ibid., p. 62.

11. For a full explanation of the process called "disjointed incrementalism" see: Michael Kirst and Decker Walker, "An Analysis of Curriculum Policy Making," *Review of Educational Research* XLI (December 1971).

12. Harold H. Negley, "Comprehensive Assessment and Program Planning System, 1978-1979" (Report prepared for Interim Study Committee on the Implementation of CAPPS, 1979), p. 2.

13. Ibid.

14. Elliot W. Eisner, *The Educational Imagination* (New York: Macmillan Publishing Co., 1979), p. 98.

15. Ibid., p. 99.

16. William Van Til, "What Should Be Taught and Learned Through Secondary Education?" in *Issues in Secondary Education*, The Seventy-fifth Yearbook of the National Society for the Study of Education (Chicago: University of Chicago Press, 1976), pp. 178-213.

17. Gordon Cawelti, *Vitalizing the High School* (Washington, DC: Association for Supervision and Curriculum Development, 1974), pp. 49-52.

Chapter III

SURVEYS, CASE STUDIES AND CONCLUSIONS

Margaret C. Gray

Part 1: THE PERCEIVED EFFECT OF THE C-1 RULE AND CAPPS ON SCHOOL DISTRICTS IN INDIANA

By the summer of 1979, the C-1 Rule and CAPPS had been in place in the state of Indiana for one full academic year. The plans for curriculum development in language arts and social studies had been reported to the Indiana Department of Public Instruction, and the results of the first round of testing in language arts were in. Ideally, this meant that, if CAPPS were being fully implemented, task groups of teachers and administrators throughout the state had reviewed and revised curriculum programs, Local Advisory Committees, which included lay persons, had approved these programs and established acceptable standards of student performance, student achievement had been evaluated, plans for new instructional strategies were ready to go, and parents had been fully informed of their children's progress, especially in the basic skills.

By this time the effect of CAPPS in the areas of increased community involvement in school affairs, improved curriculum plans, better testing programs, and more effective remediation should have become apparent. The problems which the Rule might have created for local districts should, by now, have been identified, and the attitudes of school staff toward the reform should have been based on their actual experience with its provisions.

What was, in fact, perceived as occurring in local corporations as a result of the C-1 Rule was of particular interest to two groups concerned with education in the state of Indiana--the Department of Public Instruction, which had authored the Rule, and the School Boards' Association, which represented a number of the administrators charged with carrying it out. In order to monitor the progress of CAPPS, both organizations conducted statewide surveys in the late summer and early fall of 1979.

Not everyone was satisfied that the responses to these surveys did, indeed, reflect the number of activities, the variety of outcomes--both expected and unexpected--the complexity of the problems, and the range of attitudes that staff members at all levels held toward C-1. Therefore, to supplement the data supplied by the surveys, three case

studies were also completed. The case studies attempted to depict in detail what school people were experiencing as a result of CAPPS in a small, a medium, and a large school district.

Combining the information from both the surveys and the case studies provided the opportunity to draw conclusions based on different sources of observations about how educators in Indiana perceived the effect of this state-mandated reform program on their school districts.

THE INDIANA SCHOOL BOARDS' ASSOCIATION (ISBA) SURVEY

The ISBA distributed a questionnaire to all 304 public school districts in Indiana. The survey was designed to collect data concerning the activities mandated by C-1 and CAPPS, to estimate the fiscal impact of the plan, and to gather opinions about the potential positive and negative effects of the program. The questionnaire was entitled "CAPPS Progress Report," and it stated that the information was to be used "as a basis for the development of testimony." More specifically, the survey was undertaken to provide information for the "Interim Study Committee on the Implementation of CAPPS" made up of state legislators and scheduled to meet in October.

The survey form covered ten main topics. Several of the main topics were divided into subtopics. Question I asked the name of the school district, and question II asked for its size in terms of student enrollment. The third question, Roman numeral III, requested the title of the staff member in the district who was responsible for the administration of the CAPPS program. The table below contains information about the categories that were used based on enrollment, the number of school districts from each category that responded, and the titles of the staff persons who directed CAPPS.

TABLE 1.1

STAFF MEMBERS RESPONSIBLE FOR CAPPS

ENROLLMENT CATEGORY	SUPER-INTENDENT	ASSISTANT SUPER-INTENDENT	CURRICULUM DIRECTOR	PRINCIPAL	OTHER	TOTAL
0-1000	2	1	0	13	4	20
1001-2500	30	13	6	37	15	101
2501-4000	4	21	11	9	4	49
4001-10,000	1	14	15	1	0	31
10,001-over	0	13	0	0	1	14
Totals	37	62	32	60	24	215

Of the questionnaires sent out, 215, or 71 percent, were completed and returned. The number of respondents in each category appears to correspond proportionally to the number of school districts in those categories in Indiana. For example, 101, or 47 percent, of the 215 school districts replying enrolled between 1,001 and 2,500 students. In Indiana 48 percent of the school districts enroll between 1,000 and 2,500 students.

Assistant superintendents and principals were primarily responsible for administering CAPPS. Principals played a larger role in smaller school districts. Superintendents generally delegated the responsibility to other administrative staff. Teachers, who would fall into the "Other" classification, were seldom in charge. It is surprising that curriculum directors were not more often assigned that duty.

Question IV dealt with testing programs. The responses to the first part of the question, "Did your school corporation have a general testing program in effect prior to 1978-1979?" were:

TABLE 1.2

DISTRICTS REPORTING TESTING PROGRAMS
IN EFFECT BEFORE 1978-1979

ENROLLMENT CATEGORY	N	YES	%	NO	%
0-1000	20	16	80	4	20
1001-2500	101	86	85	15	15
2501-4000	47	44	94	3	6
4001-10,000	31	31	100	0	0
10,001-over	14	14	100	0	0
Totals	213	191	90	22	10

One hundred ninety-one school districts, or 90 percent, answered positively. One possible conclusion here is that CAPPS has not had much of an impact in terms of establishing general testing programs. All of the corporations with enrollments of over 4,000 students answered yes. However, there was a change that might be considered significant in the responses of the two smallest enrollment categories--20 and 15 percent of them did not have a general testing program before CAPPS. It was not unexpected that the impact of C-1 would be greater in small corporations than it would be in large corporations.

C-1 did bring about major changes in general testing programs already in place, as evidenced by the responses to the second part of question IV, "Did the enactment of the CAPPS program create major changes in your testing program?":

TABLE 1.3

DISTRICTS REPORTING MAJOR CHANGES
IN TESTING PROGRAMS

ENROLLMENT CATEGORY	N	YES	%	NO	%
0-1000	20	11	55	9	45
1001-2500	100	51	51	49	49
2501-4000	46	19	41	27	59
4001-10,000	31	8	26	23	74
10,001-over	14	5	36	9	64
Totals	211	94	45	117	55

Even in the category of school districts with enrollments of over 10,000 students, 36 percent reported having made major changes. Fifty-five percent of the school districts with enrollments of less than 1,000 reported major changes.

Question V asked, "What method of test selection does your corporation use?" The choices and the responses were:

TABLE 1.4

METHODS OF TEST SELECTION

ENROLLMENT CATEGORY	N	IDPI ASSISTANCE	LOCALLY DEVELOPED	PURCHASED FROM PUBLISHER	OTHER
0-1000	20	0	2	19	0
1001-2500	101	4	19	96	2
2501-4000	49	0	12	45	5
4001-10,000	31	0	13	29	1
10,001-over	14	1	5	13	2
Totals	215	5	51	202	10

Tests purchased from publishers were used by 94 percent of the respondents. Locally developed tests were used by 24 percent of the districts replying. Some school districts selected more than one type of test. For example, the number of tests selected in the enrollment category of 1,001-2,500 students was 121 indicating that twenty school districts in this category used two test instruments.

The next group of subquestions under Roman numeral VI concerned the role of the IDPI and its assistance in developing program plans and methods of evaluation. The responses to question VI (a) which asked if the school district did receive assistance from the IDPI regarding the CAPPS program were:

TABLE 1.5

DISTRICTS RECEIVING ASSISTANCE FROM IDPI

ENROLLMENT CATEGORY	N	YES	%	NO	%
0-1000	20	13	65	7	35
1001-2500	101	55	54	46	46
2501-4000	47	28	60	19	40
4001-10,000	31	24	77	7	23
10,001-over	14	7	50	7	50
Totals	213	127	60	86	40

Sixty percent of the school corporations replying to the survey indicated that they had received assistance from the IDPI.

The next item, VI (b), asked the school districts to identify the areas in which that assistance had occurred. The responses are shown in Table 1.6.

The number column in this table indicates the number of districts that responded to the survey. Not all the respondents checked an area in which they had received assistance, and some of them checked more than one. The primary assistance that the IDPI provided was in-service--sixty-six districts checked this response. The area where the least number of districts reported receiving aid was prescribing remediation--only six districts checked this response.

TABLE 1.6

AREAS OF IDPI ASSISTANCE

ENROLLMENT CATEGORY	N	SELECTING GOALS	DIAGNOSING DEFICIENCIES	PRESCRIBING REMEDIATION	PROVIDING IN-SERVICE	EVALUATING EFFECTIVENESS	OTHER
0-1000	20	7	1	1	5	1	3
1001-2500	101	18	7	2	28	10	16
2501-4000	49	8	3	1	15	4	10
4001-10,000	31	5	2	0	14	1	10
10,001-over	14	3	2	2	4	2	4
Totals	215	41	15	6	66	18	43

Item VI (c) read, "Do you feel that the IDPI involvement as prescribed in the CAPPS Rule is adequate?" The replies were:

TABLE 1.7

DISTRICTS REPORTING IDPI ASSISTANCE ADEQUATE

ENROLLMENT CATEGORY	N	YES	%	NO	%
0-1000	20	12	60	8	40
1001-2500	98	75	77	23	23
2501-4000	48	36	75	12	25
4001-10,000	28	24	86	4	14
10,001-over	14	14	100	0	0
Totals	208	161	77	47	23

One hundred sixty-one, or 77 percent, of the responses were positive. The extremes were at either end of the categories: 100 percent of the largest corporations said yes; 40 percent of the smallest corporations said no. Again, it would appear that the impact of C-1 is greatest in small school districts. They are the ones who are experiencing a sense of inadequacy, possibly because they are the ones who are making the most changes with the least number of professional staff readily available.

The next item--still related to the role of the IDPI--casts an interesting light on the previous responses. It asked if the school districts needed additional assistance from the IDPI. The replies were:

TABLE 1.8

DISTRICTS NEEDING ADDITIONAL IDPI ASSISTANCE

ENROLLMENT CATEGORY	N	YES	%	NO	%
0-1000	19	4	21	15	79
1001-2500	97	11	11	86	89
2501-4000	45	7	16	38	84
4001-10,000	30	5	17	25	83
10,001-over	13	0	0	13	100
Totals	204	27	13	177	87

Eighty-seven percent overall and 79 percent of the smallest school districts reported that they do not need additional assistance. This is in spite of the fact that 35 percent of the smallest districts replied that they had received no aid, and 40 percent said that the assistance offered by the IDPI had been inadequate. One assumes that although the IDPI's help to small corporations has been absent or unsatisfactory, many of them would rather work through the program on their own.

The next question on the survey, question VII, asked the respondents if they had had problems "as you prepare your annual reports." The responses to that item were:

TABLE 1.9

DISTRICTS REPORTING PROBLEMS WITH REPORTS

ENROLLMENT CATEGORY	N	YES	%	NO	%
0-1000	18	9	50	9	50
1001-2500	101	42	42	59	58
2501-4000	49	22	45	27	55
4001-10,000	31	15	48	16	52
10,001-over	12	4	33	8	67
Totals	211	92	44	119	56

The responses here were almost evenly split except for the replies from the large corporations. One third of them said yes, and two thirds said no.

A subitem under question VII asked those districts who were having problems in preparing their annual reports to identify the areas in which the problems occurred. The areas checked were:

TABLE 1.10

AREAS WHERE PROBLEMS IN REPORTING EXIST

ENROLLMENT CATEGORY	ESTABLISHING GOALS	DEFINING PROGRAM	PROVIDING EVALUATION RESULTS	WRITING FOLLOW-UP PROCEDURES	OTHER
0-1000	4	2	3	4	4
1001-2500	7	6	13	16	7
2501-4000	2	1	10	9	2
4001-10,000	1	1	6	3	4
10,001-over	0	0	1	1	2
Totals	14	10	33	33	19

Providing evaluation results and writing follow-up procedures were both checked by 15 percent of the school districts replying to the survey. Defining the program was checked the least often--by only 5 percent of the corporations. Providing evaluation results would be related to the testing component of the CAPPS program, and these responses reinforce the idea that changes in established testing schedules had to be made to meet the reporting requirement. Writing follow-up procedures would be related to plans for remedial activities.

Question VIII dealt with plans for remediation. It asked, "If students fail to meet the prescribed standards, do you have a prescribed plan for remediation? If yes, have you estimated the fiscal impact on your local school corporation? If yes, how much?" The responses to these questions were, unfortunately, not tabulated. The number of districts replying to the items (twenty-six) was considered too small to report. Two possible conjectures are that in the fall of 1979 school corporations had not yet established their plans for remediation, and that this might be one of the areas where problems are likely to occur.

In a review of the survey instrument through question VIII, several shortcomings appear. One stated purpose of the questionnaire was to gather data in order to present a review of CAPPS program activities, yet the questions dealing with CAPPS activities did not go beyong identifying the staff person in charge and asking about testing and remediation. Several items appear to be aimed more at evaluating the IDPI than the program itself. The questions relating to problems encountered were limited only to those problems met when preparing annual reports, perhaps suggesting a bias on the part of the authors, or, at least, an assumption that this is where problems would arise.

The second purpose of the survey was to estimate the fiscal impact of CAPPS on local school districts. That estimate was to include the establishment of remedial programs. The survey did ask, "Do you have an estimated local cost for the CAPPS program at this point? If yes, how much?" The final report indicated that 50 percent of the respondents did have an estimated local cost and that cost was:

TABLE 1.11

ESTIMATED COST OF CAPPS

ENROLLMENT CATEGORY	COST
0-1000	$ 1,348
1001-2500	3,344
2501-4000	4,567
4001-10,000	9,787
10,001-over	10,422

On the surface these figures do not appear exorbitant. Choosing the midpoint of the enrollment category of 2501-4000 as a representative figure, the cost per student for that size corporation would be approximately $1.40. There is no indication as to whether these districts felt the cost to be excessive or whether or not it created a serious budgetary problem for them. One can assume that any increase in the cost of education might be burdensome. Since the survey was undertaken by the ISBA to collect information to present to state legislators, it might also be reasonable to assume that one unstated purpose was to encourage more state funding for local school corporations. As already mentioned, school districts seemed unable to estimate the cost of remediation plans.

The final purpose of the survey was to elicit comments about the positive (and negative) results of CAPPS which the respondents had observed. Question IX asked for those results, and question X invited general comments. Almost all of the forms were returned with some comments. The two most common positive comments were that CAPPS encouraged corporations to formalize program goals and objectives and that school districts had developed better communications and coordination between elementary, junior high, and senior high school levels. The most common negative comments referred to the amount of staff time and effort necessary to fulfill the requirements of CAPPS, the unrealistic time limits set for its implementation, and the enormous extent of the paperwork that would be involved when all four areas had been phased in. Other remarks varied from positive ("Added emphasis upon academics from community, staff, and students") to neutral ("No observable results") to very negative ("Another political-laden DPI mess!"). Several suggested the need for additional funding.

On the basis of the data produced by the survey, the ISBA released a list of general conclusions about CAPPS which it had reached. There were twelve items on the list. Six were negative, three neutral, and three positive. It does not seem that this negativism was justified by the data.

(The Interim Study Committee on the Implementation of CAPPS did meet on October 25, 1979 and listen to testimony. Without specifying a figure, it recommended that the budget committees of the legislature consider some state funding for pupil testing and remediation. It also recommended that the frequency of reports on program topics and objectives be reduced, but that the annual reporting of student test results be retained. It approved a resolution that another legislative committee be established in the summer of 1982 to review the progress of CAPPS at the end of the first five-year cycle. One witness asked the committee to recommend eliminating the C-1 Rule which, she felt, had been established to circumvent the legislation of a state minimum competency testing requirement. None of the committee members agreed that CAPPS should be repealed.)

The ISBA survey produced valuable information about the way that the impact of the C-1 Rule on school districts in Indiana was perceived. It did not, however, present a complete picture. The survey conducted by the IDPI at approximately the same time added to what could be known about CAPPS.

Part 2: THE INDIANA DEPARTMENT OF PUBLIC INSTRUCTION (IDPI) SURVEY

The stated purpose of the IDPI survey was to find out what changes in curriculum and student evaluation were occurring, to assess how the role of the IDPI had been received, to discover areas where alterations in the CAPPS plan were desirable, and to identify pertinent topics for future IDPI sponsored workshops. A letter from Dr. Harold Negley, State Superintendent, accompanied the mailing of the questionnaires to explain their purpose.

A CAPPS evaluation task force made up of five members of the IDPI had composed the survey instruments. There were four forms--one for CAPPS Advisory Committee or School Board members, one for CAPPS contact persons, one for principals, and one for teachers. Some items appeared on all four forms. Other items appeared on only one, two, or three of the forms.

Three survey forms were mailed to all 542 public and non-public school superintendents in Indiana. (Compliance with Rule C-1 is required of all schools which are state certified and commissioned.) The superintendents were requested to ask the corporation's contact person, a member of the Local Advisory Committee, and the President of the School Board to complete and return the questionnaires. Forms were also mailed to 10 percent, or 191, of the school principals in Indiana. The instrument designed for teachers was mailed to 2 percent, or 475, of the elementary teachers in Indiana, and 3 percent, or 193, of the secondary language arts teachers. The sampling of principals and teachers was generated from a computer listing.

The number of responses received by the IDPI was considerable, although the response rate was disappointing. Forty-nine percent, or 268, corporation contact persons completed and returned the forms. Thirty-nine percent of the "community leaders" (a category that includes Local Advisory Committee and School Board members), or 418, responded. Fifty-seven percent, or 108, principals replied. Only 10 percent, or 70, of the teachers returned their questionnaires. The highest return rate was among principals. The lowest return rate was among teachers. One possible conclusion is that principals have been more involved in the CAPPS program and are, therefore, more familiar with it and possibly more supportive of it. Another possible conclusion is that teachers have not been much involved and may even have felt insufficiently informed to answer the questions. This is especially likely since the forms were mailed only to language arts teachers. Corporations were terribly rushed to complete the language arts plan and evaluation report. It may be that administrators did not have time to organize task groups of teachers, and that much of the work in language arts was done by them. A third possibility relates to the timing of the survey. Contact persons, community

leaders, and principals are generally at work in the middle of August. Teachers may still be on vacation, or they may have just returned to the classroom and be extremely busy with the activities that go with the opening of school in the fall.

The IDPI has not yet issued a final report on the survey, but an interim report has been distributed, and tables including the final tallies are available. The members of the IDPI who constructed the survey instruments say that they were guided by nine questions, and the data in the interim report are arranged under these question headings, rather than in the order in which the items themselves occurred on the questionnaire. Those questions are used as headings here. The figures are taken from the final count.

What Impact Has CAPPS Had on Curriculum Program Development?

Two items on the questionnaires were related to this question. The first asked contact persons, principals, teachers, and community leaders to register their reactions on a seven point scale ranging from strongly agree to strongly disagree to the statement: "As a result of our corporation's participation in the CAPPS program, curriculum planning has improved." The results were tabulated and are reported below and in all of the following tables in percentages.

TABLE 2.1

RESPONSES TO THE STATEMENT: CURRICULUM PLANNING HAS IMPROVED AS A RESULT OF CAPPS

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Contact Persons	266	10.5	28.9	32.7	16.5	5.3	2.6	3.4
Principals	108	11.1	25.9	37.0	15.7	6.5	1.9	1.9
Teachers	70	5.7	27.1	24.3	22.9	8.6	5.7	5.7
Community Leaders	413	10.7	27.1	33.6	17.5	5.2	2.4	3.4

All together, 69 percent of those who replied agreed that curriculum planning had improved. Seventy-four percent of the principals agreed. The teachers did not feel as positively as any of the others.

This is a pattern that will emerge. It may be important to remember that the teachers' rate of response was, for whatever reasons, very low.

The second item asked community leaders to respond to the statement, "As a result of our corporation's participation in the CAPPS program, instructional programs of our local schools have been revised." Their responses were:

TABLE 2.2

RESPONSES TO THE STATEMENT: INSTRUCTIONAL PROGRAMS HAVE BEEN REVISED AS A RESULT OF CAPPS

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Community Leaders	412	7.5	22.8	35.0	20.6	6.6	3.9	3.6

Seventy-one percent of the community leaders replied earlier that they thought curriculum planning had improved. This table demonstrates that 65 percent of them also feel that instructional programs have been revised as a result of that improved planning.

What Impact Has CAPPS Had on Remedial Efforts?

One item on the survey instruments was related to this question. That item asked contact persons, principals, and teachers to agree or disagree with the statement, "As a result of our corporation's participation in the CAPPS program, remedial programs have improved." The replies were:

TABLE 2.3

RESPONSES TO THE STATEMENT: REMEDIAL PROGRAMS HAVE IMPROVED AS A RESULT OF CAPPS

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Contact Persons	267	3.7	15.0	31.5	30.3	9.4	6.7	3.4
Principals	108	3.7	20.3	25.4	29.5	13.8	2.8	4.6
Teachers	70	1.4	10.0	20.0	37.1	12.9	10.0	8.6

This is an area where the total percentage of positive responses was less than 50 percent. About one-fourth of the replies disagreed with the statement that remedial programs had improved, one-third were neutral, and 44 percent believed that they had improved. This survey was done at the end of the first year of the CAPPS program. Perhaps school districts had not yet had time to complete their plans for remediation. Even so, a favorable response of 44 percent might be considered significant.

What Impact Has CAPPS Had on Assessment Procedures?

Two statements on the survey forms were reported under this heading. The first statement was directed to all four populations. It read, "As a result of our corporation's participation in the CAPPS program, assessment procedures have improved." The results were:

TABLE 2.4

RESPONSES TO THE STATEMENT: ASSESSMENT PROCEDURES HAVE IMPROVED AS A RESULT OF CAPPS

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Contact Persons	267	7.5	33.3	33.7	15.0	4.9	3.4	2.2
Principals	108	13.0	35.2	29.6	17.6	2.8	0.0	1.9
Teachers	70	4.3	24.3	25.7	27.1	8.6	5.7	4.3
Community Leaders	413	5.0	27.1	33.4	22.3	5.1	3.1	3.9

Over 65 percent of the total number of replies were in agreement. Again, the principals were most favorable--78 percent of them agreed, and the teachers were least favorable--53 percent of them agreed.

A second item in this group asked contact persons, principals, and teachers to react to the statement: "As a result of our corporation's participation in the CAPPS program, more teachers have been involved in selecting assessment procedures." Their reactions were:

TABLE 2.5

RESPONSES TO THE STATEMENT: MORE TEACHERS HAVE BEEN INVOLVED IN SELECTING ASSESSMENT PROCEDURES AS A RESULT OF CAPPS

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Contact Persons	265	8.6	25.1	32.6	22.1	4.1	4.1	3.4
Principals	108	8.3	39.8	30.6	15.7	1.9	0.9	2.8
Teachers	70	8.6	27.1	20.0	20.0	4.3	12.9	7.1

Although 67 percent of the total number of responses agreed with the statement that teachers have been taking a more active role in selecting assessment procedures, there is a discrepancy here between the principals' perception of teacher participation (79 percent agreed) and the teachers' perception (only 56 percent agreed). Are the principals wrong? Is this sample of teachers not representative? How active a role are classroom teachers actually taking in implementing the C-1 Rule?

What Impact Has CAPPS Had on the Use of Formal Test Results?

The item which sought an answer to this question was asked of contact persons, principals, and teachers. It read, "As a result of our corporation's participation in the CAPPS program, teachers are making better use of test results." The replies were:

TABLE 2.6

RESPONSES TO THE STATEMENT: TEACHERS ARE MAKING BETTER USE OF TEST RESULTS AS A RESULT OF CAPPS

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Contact Persons	266	3.4	25.4	36.6	21.9	5.4	4.3	3.0
Principals	108	5.6	27.8	22.2	31.5	7.4	2.8	2.8
Teachers	69	7.2	14.5	27.5	26.1	10.1	5.8	8.7

The contact persons agree most strongly that teachers are using test results more effectively (65 percent), the principals rank second in agreement (56 percent), and the teachers are third (49 percent). The principals are not as sure that teachers are using test results better as they are that teachers are more involved in selecting the tests to be used.

What Impact Has CAPPS Had on the Use of Informal Measures?

The statement related to this third question dealing with the evaluation component of CAPPS was, "As a result of our corporation's participation in the CAPPS program, teachers are making better use of informal measures." The responses from contact persons, principals, and teachers were:

TABLE 2.7

RESPONSES TO THE STATEMENT: TEACHERS ARE MAKING BETTER USE OF INFORMAL MEASURES AS A RESULT OF CAPPS

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Contact Persons	266	3.4	16.9	31.6	32.0	8.6	4.5	3.0
Principals	108	3.7	21.5	30.8	29.9	8.4	4.7	0.9
Teachers	69	1.4	13.0	26.1	31.9	14.5	7.2	5.8

This is another area where the total percentage of positive responses was less than 50 percent. As before, the principals were most in agreement, and the teachers least so. Since this is the third item estimating the effect of CAPPS in terms of the teacher's role, it is unfortunate that a larger sample of the teachers themselves was not achieved.

What Impact Has CAPPS Had on Staff Communication?

In the process of reviewing and revising the curriculum with specific standards in mind, as C-1 requires, it might be assumed that communication among the staff of a school district would occur--between levels and across disciplines. The following statement on the questionnaire seems designed to demonstrate that assumption: "As a result of our corporation's participation in the CAPPS program, staff communication about curriculum planning has improved." The replies were:

TABLE 2.8

RESPONSES TO THE STATEMENT: STAFF COMMUNICATION HAS IMPROVED AS A RESULT OF CAPPS

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Contact Persons	265	9.1	37.7	30.2	15.1	3.4	2.6	1.9
Principals	108	13.9	27.8	35.2	16.7	1.9	3.7	0.9
Teachers	67	4.5	28.4	31.3	19.4	3.0	7.5	6.0

Here 73 percent of the responses of the three groups were positive, and only 10 percent disagreed. The contact persons responded most positively, but a clear majority of the teachers also reacted favorably. Of all the items on the survey forms, this one received the highest percentage of agreement.

What Impact Has CAPPS Had on Communication With Parents?

A widely recognized purpose of the C-1 Rule was to reduce public criticism of the schools. One method of achieving that goal was to insist that adequate information about what students were doing be reported to parents. Three statements on the questionnaires sought data about that effect. The first was, "As a result of our corporation's participation in the CAPPS program, communication with parents

about student progress has improved." The reactions of the three groups surveyed were:

TABLE 2.9

RESPONSES TO THE STATEMENT: COMMUNICATION WITH PARENTS HAS IMPROVED AS A RESULT OF CAPPS

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Contact Persons	265	9.1	27.4	35.1	15.5	5.0	3.5	4.5
Principals	108	13.9	31.5	25.9	16.7	4.6	4.6	2.8
Teachers	70	8.6	15.7	30.1	24.3	11.4	4.3	5.7

When the three groups of respondents were combined, two-thirds felt that communication with parents about student progress had improved. The teachers did not feel as favorable as either the contact persons or the principals.

Perhaps to arrive at a more objective evaluation, since community leaders were not professional staff members nor always parents, a similar statement was presented to them, "As a result of our corporation's participation in the CAPPS program, the methods of reporting students' progress have improved." Community leaders responded:

TABLE 2.10

RESPONSES TO THE STATEMENT: METHODS OF REPORTING STUDENT PROGRESS HAVE IMPROVED AS A RESULT OF CAPPS

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Community Leaders	413	8.5	20.6	34.9	22.8	6.3	3.9	3.1

Sixty-four percent of the community leaders agreed to some extent.

The third item broadens the issue from reporting student progress to communicating more generally with the community. It, too, was asked of community leaders. "As a result of our corporation's participation in the CAPPS program, communication between the school and the community has improved." They replied:

TABLE 2.11

RESPONSES TO THE STATEMENT: COMMUNICATION BETWEEN SCHOOL AND COMMUNITY HAS IMPROVED AS A RESULT OF CAPPS

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Community Leaders	410	4.9	22.2	34.4	23.7	7.8	3.7	3.4

Summarizing, 61.5 percent of the community leaders did agree that communication between the school and the community had improved.

What Impact Has Compliance With Rule C-1 Had on Local Time and Money Commitments?

Two areas where it seemed likely that problems with CAPPS might arise were in the demands on staff time and the additional expenses that would be incurred. Four items on the survey instruments dealt with these two areas, and the responses to these items were, in fact, the most negative responses that were received. One statement on the questionnaire was, "Additional demands on staff time resulting from our corporation's participation in the CAPPS program have been reasonable." The responses from contact persons and principals were:

TABLE 2.12

RESPONSES TO THE STATEMENT: DEMANDS ON STAFF TIME HAVE BEEN REASONABLE

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Contact Persons	268	3.0	10.1	17.9	17.2	20.5	14.9	16.4
Principals	108	0.9	20.4	25.0	17.6	17.6	9.3	9.3

Forty-four percent of these respondents felt that the demands on staff time made by CAPPS were unreasonable.

Another item was similar to the one above except that it was directed to teachers and referred to demands on teacher time. The results were:

TABLE 2.13

RESPONSES TO THE STATEMENT: DEMANDS ON TEACHER TIME HAVE BEEN REASONABLE

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Teachers	69	4.3	11.6	29.0	10.1	20.3	11.6	13.0

Forty-five percent of the teachers who responded felt that the demands on teacher time were unreasonable.

To follow up on the topic of demands on staff and teacher time, the survey asked contact persons, principals, and teachers to estimate the approximate number of hours that they had personally spent working on CAPPS program planning and reporting activities. Their responses are summarized in Table 2.14.

About 50 percent of the contact persons spent more than eighty hours on CAPPS activities. Approximately one-third of the principals spent between twenty-one and forty hours--in relative terms, close to one forty-hour work week. Over half of the teachers estimated that they had spent less than twenty-one hours. An interesting relationship here is that throughout the survey the general pattern has been for principals to respond most favorably, contact persons slightly less favorably, and teachers least favorably.

The last item reported under this heading about local time and money commitments was concerned with the financial costs of the program. It was addressed to contact persons only. It read: "Additional

TABLE 2.14

TIME SPENT WORKING ON CAPPS ACTIVITIES

HOURS	CONTACT PERSONS (N=258)	PRINCIPALS (N=108)	TEACHERS (N=68)
None	0.0	2.3	8.8
1-20	6.6	31.0	54.4
21-40	15.5	34.4	27.9
41-60	6.2	11.5	4.4
61-80	21.3	4.5	0.0
81-100	15.5		
101-120	8.5		
121-140	8.9	80+ 16.2	80+ 4.4
141-160	6.2		
161-180	3.5		
181-200	1.2		
200+	6.6		

financial costs resulting from our corporation's participation in the CAPPS program have been reasonable." The replies were:

TABLE 2.15

RESPONSES TO THE STATEMENT: FINANCIAL COSTS HAVE BEEN REASONABLE

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Contact Persons	265	3.4	13.2	20.0	22.3	17.7	12.8	10.6

Only 37 percent of the contact persons agreed with the statement--the lowest positive response to any item on the survey forms.

What Role Has the IDPI Played in Helping School Corporations to Implement CAPPS and in What Areas Is Additional Assistance Needed?

The first statement relating to this question simply asked the four groups of respondents to agree or disagree with the fact that the IDPI had, indeed, been of help. "The efforts of the Department have aided our corporation in implementing CAPPS." The results were:

TABLE 2.16

RESPONSES TO THE STATEMENT: EFFORTS OF THE IDPI HAVE AIDED THE CORPORATION

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Contact Persons	267	9.4	23.2	28.8	13.1	12.4	7.9	5.2
Principals	108	15.7	20.4	33.3	17.6	2.8	3.7	6.5
Teachers	67	7.5	20.8	29.9	26.9	7.5	4.5	3.0
Community Leaders	418	6.4	19.1	26.2	25.7	8.7	7.9	5.9

Sixty percent of the respondents agreed; 21 percent were neutral; and 19 percent disagreed.

A second item asked the contact persons, principals, teachers, and community leaders to circle the areas where they felt they needed additional assistance. Table 2.17 tabulates their responses in terms of the percent of the number of completed forms on which that subject was circled. The percentages exceed 100 because many respondents circled more than one area.

TABLE 2.17

AREAS WHERE ADDITIONAL ASSISTANCE IS NEEDED

	PARENTAL INVOLVE-MENT	REFINING OBJECTIVES	TEST ANALYSIS	STANDARDS	STAFF RELATIONS	GROUPING STUDENTS	WORKING WITH THE ADVISORY COMMIT-TEE	OTHER
Contact Persons	32.7	37.4	44.4	39.8	14.6	12.9	19.9	12.9
Principals	13.3	26.5	17.3	22.4	11.2	6.1	14.3	8.2
Teachers	42.2	37.8	51.1	35.6	24.4	31.1	20.0	13.3
Community Leaders	25.4	15.6	22.5	19.9	10.1	11.6	11.6	4.7

The item circled most often by all four groups combined was test analysis. It was also the item circled most often by contact persons and teachers. Principals circled refining objectives most often, and community leaders, parental involvement. Staff relations and grouping students, the two items circled least often, were both circled by 15 percent of the combined groups. All of the areas were circled by some of the members of each group, indicating that at least some respondents felt that additional assistance was needed in every area. Teachers and contact persons circled the largest number of areas; principals and community leaders circled the smallest number of areas. This pattern corresponds to the pattern established by the responses to other items on the survey: principals are most favorable and feel that the least amount of additional help is needed; teachers are least favorable and want the most amount of assistance. One could wish that other subjects--such as planning for remediation, using informal measures of assessment, and managing staff time--had been specifically included under this heading.

Additional Questions

Two statements on the survey form did not fall under the nine question headings which the IDPI used at least to organize the data which they had collected. One had to do with the establishment of standards. The Department reports that no other single element in the CAPPS program has caused so many questions to be asked, and therefore, the members of the IDPI were interested in how school districts perceived the effects of this topic of concern. The item read, "Setting local standards has helped our corporation's planning and program assessment." The responses were:

TABLE 2.18

RESPONSES TO THE STATEMENT: SETTING STANDARDS HAS HELPED PROGRAM PLANNING AND ASSESSMENT

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Contact Persons	267	4.5	21.3	37.8	22.8	5.6	4.9	3.0
Principals	108	13.0	27.8	27.6	20.4	4.7	3.8	2.8
Community Leaders	401	7.2	25.2	33.4	19.6	7.7	3.1	3.7

Over 60 percent of the contact persons, principals, and community leaders who replied agreed that setting standards had been helpful in planning and program assessment. The principals were the most supportive.

Another statement on the forms was not reported under the question headings but is clearly related to the purpose of improving the public's image of the schools. It also suggests the interest in life or survival skills which is often associated with the minimum competency testing movement. The statement was, "As a result of our corporation's participation in the CAPPS program, students will be better prepared for adult life." It was asked only of community leaders, and their replies were:

TABLE 2.19

RESPONSES TO THE STATEMENT: STUDENTS WILL BE BETTER PREPARED FOR ADULT LIFE AS A RESULT OF CAPPS

		STRONGLY AGREE			NEUTRAL			STRONGLY DISAGREE
	N	7	6	5	4	3	2	1
Community Leaders	410	3.9	14.4	25.9	32.9	8.3	7.1	7.6

Only 44.2 percent of the respondents agreed, 32.9 percent were neutral, and 22.9 percent disagreed. On the seven point scale, the neutral responses made up the single largest category of replies. If the IDPI was seeking an enthusiastic endorsement of CAPPS from lay people as an alternative to the type of life skills competency programs of states such as Oregon, they did not receive it.

Overall, the responses to the IDPI CAPPS impact study were positive. There were seventeen items where the respondents were asked to agree or disagree with a favorable statement about CAPPS. On eleven of those items the combined replies were over 55 percent in agreement. The most favorable response concerned improved staff communication about curriculum planning. The people who completed the forms also felt good about curriculum planning itself, assessment procedures, reporting student progress, and setting standards.

Six items received a favorable reply rate of less than 50 percent. These items concerned remedial plans, the use of informal measures of assessment, demands on staff and teacher time, financial cost, and student preparation for adult life. The highest rate of unfavorable responses applied to time and money.

The pattern of responses was similar. Again and again, principals recorded the most positive replies, contact persons and community leaders were next in percentage of favorable replies, and teachers were least positive. A number of possibilities have been suggested for why this might be so. One recommendation is that special efforts be made to inform teachers about CAPPS and to include them more intimately in C-1 activities. The results of such efforts might be not only to promote more positive attitudes, but also to reduce the burden of work on contact persons--an area of concern.

Finally, the survey revealed that these respondents agreed that the IDPI had been helpful but at the same time expressed the desire for additional aid.

Some comment should be made about the survey instruments. Organizing the responses so that answers to large issues emerge is difficult. The placement of some of the statements under particular question headings seems forced. Were the questions arrived at after the data was collected? A more serious concern is the manner in which the items were stated, so as to invite positive responses. Of course, like the ISBA survey before, the people who conducted this investigation probably had a particular bias--they, naturally, wished to gain approval for the program which they had developed and of the role which they had played in implementing it.

Together the two surveys do suggest certain conclusions. For example, testing procedures were changing, published tests were being purchased, and participants in the individual school districts felt that these changes were improving assessment procedures. The surveys do not flesh out a picture of the total impact of C-1. For example, curriculum planning is perceived to have improved, but in what manner? Did CAPPS have other consequences, not foreseen? A detailed look at three individual case studies of a small, a medium, and a large school corporation may help to answer those questions.

Part 3: CASE STUDY NUMBER ONE

The building is about twenty years old--a one-story, "ranch style" high school. It is spotless. The entrance leads to a "T" where there is a trophy case and an American flag. To the right is the school's main office, and behind that is the principal's office. To the left and up a slight ramp is the superintendent's office. The superintendent's office is large and airy and has been recently redecorated. The furniture is modern and utilitarian. This office--divided into a reception area and an inner office--is the central administration of the small, community school corporation.

The Community

The community this district serves has a population of 2,820. It is located in the middle of a rural county in western Indiana. The town is the county seat, and in the center is the traditional courthouse square. The population of the area is stable, and 82 percent is native Hoosier. There are virtually no minority groups here. The median age is several years above the state median, and the median income slightly below the state average. Sixteen percent of the jobs in the district are in agriculture. Another 24 percent of the labor force are craftsmen, foremen, and so on. In the late 1950s the county suffered an economic depression. Community leaders hit upon the idea of capitalizing on the county's rural Indiana traditions. They organized a fall festival which included tours of nostalgic sites and booths demonstrating and selling local crafts set up on the courthouse lawn. Today the fall festival has become an annual event which attracts close to 500,000 visitors and brings in $1 million in revenue. A spring festival has been initiated, and a "Pioneer Village" has been constructed. Tourism is a major industry.

The School Corporation

The school corporation serves the town itself and the immediate community, but not the entire county. In 1978 there were 1,118 students enrolled. There are two school buildings--a junior-senior high school and an elementary school. The professional staff numbers approximately fifty. The superintendent is at the head of the corporation's organizational structure, and directly under him are the secondary and elementary principals. These three administrators are qualified, young, and energetic.

There are two other staff positions with administrative duties--a reading director, whose office is in the elementary school, and a guidance counselor, whose office is in the secondary school.

Local Advisory Committee and Task Groups

The superintendent himself was the coordinator and the IDPI contact person for the CAPPS program in this school corporation. It was he who appointed the members of the Local Advisory Committee and, with the advice of the principals, the task groups who reported to the Committee. The organizational structure for implementing the C-1 Rule was not especially complex:

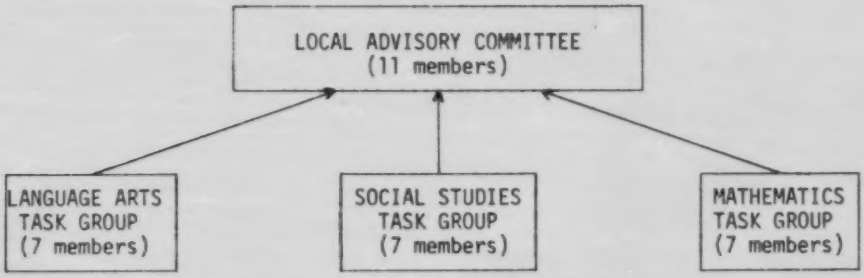

Figure 3.1 Structure of CAPPS committees in small school district

The Local Advisory Committee was chaired by the superintendent and consisted of eleven members: the superintendent, the secondary principal, the elementary principal, the reading director, the guidance counselor, a secondary teacher, an elementary teacher, and four laymen. The secondary and the elementary teachers who served on the Committee have changed. They were the teachers who were also co-chairmen of the task group particularly active at the time--first language arts, then social studies, lately math. The lay persons have also changed. They included parents--for example, a young housewife with small children--and businessmen. The lay members of the Committee are significantly outnumbered by professional educators.

The task groups were made up of three secondary teachers and four elementary teachers. Although the principals did not chair these groups, they attended the meetings in their buildings and carefully supervised the work.

At first the secondary and the elementary teachers met separately in the morning before school. "The language arts group set the pattern for others," according to the secondary principal. It took several meetings for them to "learn the set up." Then they began to identify the topics they would include in the final form of the program, and finally, the objectives under each topic for their grade levels. The topics, they decided, identified the goals of the plan and could be used as a checklist to keep a record of the progress of each student.

No one is sure how many times the teachers met. The secondary and the elementary teachers who served as co-chairmen contacted each other periodically during this period to exchange materials and coordinate the effort. Finally all the teachers in the group met for one day on released time to complete the program. The end product was an articulated program in language arts, K-12, beginning with a checklist and continuing with forty-two pages of topics, goals, and objectives--in the form prescribed by the CAPPS manual--covering reading, literature, composition, and spelling. A copy of the checklist and the first page of the topics, goals, and objectives is presented here to illustrate the work that came out of the language arts task group meetings.

The social studies and math task groups followed the same procedures. Their programs each begin with a checklist. The social studies plan includes twenty pages of topics, goals, and objectives ranging from "Democratic Ideas and Ideals" to "Man's Physical Environment." The math plan includes thirteen pages of topics, goals, and objectives ranging from "Numbers and Numeration" to "Probability and Statistics."

All three programs were put together in a looseleaf binder, with one section left open for the addition of science. The "CAPPS Document," as the looseleaf notebook is called, has been distributed to all the staff members in the corporation. It is the district's curriculum guide. A letter from the IDPI acknowledging that the corporation has satisfactorily complied with the C-1 Rule has been inserted at the front. "Now each teacher is supposed to get in more specific instructional objectives for his or her course. I can see that collecting those is going to be a problem," the secondary principal said. "Some of the teachers are a little slow in responding."

The Local Advisory Committee met at eight in the morning before school and "four or five times in the afternoon after school." They were given the materials prepared by the task groups before the meetings. They reviewed the curriculum guide and debated the issue of standards. In the process of discussing standards, they reviewed the testing program. "Setting standards was tough," according to the elementary principal. "All the groups talked about standards. We really argued. We wanted excellence, but what would the public's reaction be if we set very high standards, and then had to report that a large number of students failed to meet them? The newspapers will report the number of students who meet the standards, but different school corporations can select different standards. They're not comparable. We decided on the first and second stanines on a norm-referenced test. That would be considered unsatisfactory achievement. We did some research and predicted how many students would score there, and that seemed reasonable."

COMPREHENSIVE ASSESSMENT AND PLANNING SYSTEM
Community Schools
Student Checklist

Name _____ Date Enrolled _____

Directions: Place a check (√) if student meets program objective(s). Place a line (-) if student does not meet program objective(s). If a line is used qualify this by placing number(s) to describe how objective(s) is not being met. See below. If student is retained draw a diagonal line and use upper part of square only. ☑

	GRADE LEVEL	K	1	2	3	4	5	6	7	8	9	10	11	12
READING	Word Attack													
	Comprehension													
	Enjoyment, Information, Enrichment													
SPELLING	Functional (usage)													
	Motivation & Attitude													
COMPOSITION	Communication of Ideas (thought & organization)													
	Functional (mechanics)													
	Attitudes & Interests													
STUDY SKILLS	Reading Effectively													
	Following Directions (oral & written)													
	Proofreading													
	Handwriting													
	Dictionary													
	References													

Teacher's Name

Word Attack	Comprehension	Spelling	Composition	Study Skills
1. context & syntax	1. creative	1. academic/ personal	1. conciseness	1. reading rate to purpose
2. oral reading	2. critical	2. language convention	2. forms	2. dictionary skills
3. phonics	3. expressional	3. phoneme/ grapheme association	3. letters	3. legibility of writing
4. structural analysis	4. inferential	4. sound/letter association	4. mechanics	4. reading fluency
5. vocabulary a. sight b. listening c. speaking	5. literal	5. structural analysis	5. outlining	5. using references
6. N.A.	6. vocabulary	6. N.A.	6. vocabulary	6. using textbook
	7. N.A.		7. N.A.	7. N.A.

(N.A.-not applicable)

Figure 3.2 Copy of checklist developed

COMPREHENSIVE ASSESSMENT AND PROGRAM PLANNING
COMMUNITY SCHOOLS
AREA: Reading/Literature

TOPIC AREA	PROGRAM GOAL	PROGRAM OBJECTIVES
Information, enjoyment, enrichment	To assist students in developing a positive attitude so they will read for information, enjoyment, and enrichment	**PRIMARY** All students, through teacher-directed and student-directed activities, will be able to enjoy a simple story, poem, and play, as observed by the teacher. All students, will develop the skill to retell a story or selection with reasonable accuracy and logic, as observed by the teacher. **INTERMEDIATE** All students, through teacher-directed and student-directed activities, will enjoy longer stories, poems, and plays, as observed by the teacher. **JR. HIGH** All students, in teacher-directed and student-directed activities, will read to find answers for personal needs and growth, as observed by the teacher. All students, in teacher-directed and student-directed activities, will become acquainted with a chronological view of civilization, its history and its people and their customs, to gain perspective concerning their own role in society, as observed by the teacher. **HIGH SCHOOL** All students, in teacher-directed and student-directed activities, will maintain and develop previous objectives, as observed by the teacher. All students, in teacher-directed and student-directed activities, will become aware through literature of the social problems that may confront him in life. All students, in teacher-directed and student-directed activities, will develop an awareness that reading influences values and attitudes.

Figure 3.3

Parental and Community Involvement

Was there increased lay involvement in school affairs and more public support for school programs as a result of CAPPS? The superintendent pulled his chair around in front of his desk. He was holding the CAPPS Document in his lap. Because of the size and nature of the community, local citizens have always felt strongly possessive about their schools. They have not, however, been much involved in the more technical questions of educational practice, and C-1 hasn't changed that much. They did serve on the Local Advisory Committee. "When the plans for implementing C-1 got to the School Board, the process of approving them was a formality, but the Advisory Committee had a serious review function." The local newspaper ran several articles about CAPPS, but the response was "only moderate." "We sent out a letter about the program and a test-result profile for each student to parents. There were some calls in reply, but not many." The secondary principal agreed, "I was impressed with the lay involvement on the Advisory Committee. Of the parents and businessmen who have served, only two were perfunctory members. The others did their homework. They asked questions. We communicated with all the parents of students in the third, sixth, eighth, and tenth grades. There were maybe three or four calls to the high school." A secondary teacher is more reserved about his estimate of lay involvement on the Committee, "They were kind of at a loss. They only had a few questions at first. We don't have a PTA."

Curriculum Planning

Has there been curriculum review and revision? Yes, and it has resulted in observable change. The CAPPS Document is serving as a district-wide curriculum guide where none previously existed, and the people who wrote it are noticeably pleased with their efforts. The math teacher who chaired his task group said, "This is a complete program!" The secondary principal commented, "Teachers are clearer about what they are supposed to be teaching." The elementary principal was out of breath. A water pipe had broken in the school yeard, and he was late for the interview. Now he was trying to get his mind back on CAPPS. "Courses are better coordinated now. We changed the sixth and seventh grade curriculum in social studies. A checklist of skills will follow the students from here to the junior high. We'll know more about student progress. We have standards. Of course, that doesn't mean there'll be major changes in the classroom."

Testing

What about the testing program? This school corporation already gave a norm-referenced published test to pupils at each elementary grade level. The principals said, "We've kept the Metro in the elementary school, but we're searching. Our reading series has its own tests." The reading director told us, "We used the Iowa in the eighth

grade before. Now we've added the TAP in the tenth grade. So far we've done more with curriculum than testing." She had more to say about the evaluation component of CAPPS. "Teachers are paying more attention to test results. They have to, for the checklists, you know." She was sitting in a small room around a corner and up several stairs--a kind of cubbyhole. There was a large square table in the center of the room, and on the table a colorful Texas Instruments' "Spelling Bee." "We've also had some in-service with the Evaluation Assistance Center at ISU. Teachers need help in analyzing test results. They need to know more about the uses of evaluation." The secondary math teacher thought it was too early to recognize any changes that might come from a new look at testing, "The counselor is still checking the curricular validity of the tests we're using."

Remediation

What is happening in terms of remediation? "That's what I consider a problem area," said the secondary principal. "We could use more funds from the state. The IDPI just threw us the problem. What programs are available? Maybe we should be working with students in the third and fourth stanines, rather than the first and second?" The secondary principal may have been going to say more, but the telephone rang. He answered it and then stepped out of the office. When he came back, he resumed, "We do have more remedial programs now than we had two years ago. We have Rotational English in the seventh and eighth grades. We hire teacher aides to work with students individually." The elementary principal added Title I programs, "We remediate in reading and math, but we haven't been doing much in social studies and science--yet." The reading director described the Rotational English program: "We take the students who score in the lower third of the class on a reading test and work with them individually and in small groups in a two-hour block of time. They rotate from one type of activity to another. Teacher aides help. We also have a new LD program this year." The superintendent's tone was cautious: "New remedial programs have to be handled carefully and blended with our existing programs. We have limited resources, and we have to balance our expenditures between programs for the slow and the gifted. We have pretty stringent graduation requirements--four years of English, for example."

Problem Areas

What have been the major problems in implementing CAPPS? Some problems have been suggested, remediation, for example. "What can we do with students after we discover that they have problems? How do we communicate better with parents?" The secondary math teacher was on his planning period, and the principal had called him from the teachers' lounge to a small, wood-paneled conference room, but he seemed more than willing to talk about C-1. "Also, it takes a lot

of teacher time. We still haven't got the instructional objectives from each teacher. Another problem was getting elementary and secondary teachers to agree on anything. I'm in favor of minimum competency testing. I wasn't upset by this state ruling. I'll be very disappointed if the IDPI doesn't really enforce the Rule--put real teeth in it. Then all that work might seem like a waste of time." Wasn't it good for the corporation? "Yes, sure, but a little external reinforcement would be nice." The reading director expressed similar sentiments, "This program was one big job--starting from the beginning, coordinating, getting it all together. I hope it doesn't turn out to be just a lot of paperwork. We have to keep reevaluating, building on. Administrative support is the big key." Staff time was also seen as a problem by the principals, "especially when the teachers do the job conscientiously. They needed more released time, but time is money. We could use help in paying for subs." The superintendent was also concerned about time, although he didn't mention money. "Two plans--language arts and social studies--in one year was too much pressure. The time demands didn't seem unreasonable after that first year."

Attitudes Toward CAPPS

The secondary principal spoke up, "I thought it was absolutely crazy, at first! We were notified in July, and December was the deadline for language arts. Now I can see some good things--rapport between buildings, articulation, empathy, beneficial extra things. I don't think it has affected teacher performance all that much. I have mixed emotions about minimum competency testing. I'm probably negative. I know some good citizens in our community with high school diplomas and jobs who might not have either. CAPPS may not have convinced the legislature. They may still want minimum competency testing." The elementary principal also "didn't like the push at first, especially coming from the IDPI. Now I'm a little more positive. For instance, this year we wrote the curriculum before we adopted the textbooks. There's some change, not a whole lot, but some." "I always liked it," said the reading director. "It filled a need, gave us a plan. It pulled the staff together. Teachers can see their place in the total curriculum now." The superintendent is happy with the results of CAPPS in his school district. "I'm opposed to minimum competency testing. I like the local flexibility built into CAPPS. It's a good plan for curriculum development."

The participants in this school corporation had some questions themselves--things they wanted to know. "This may sound trivial, but I'd like to know how many school districts did comply with CAPPS. I'd like to get some kind of prize for a job well done." "I want to know about some good remedial programs other schools have instigated." "I'd like some feedback--statewide statistics. Is CAPPS having an impact?"

Part 4: CASE STUDY NUMBER TWO

"There has been a real attempt to involve the community. This is a very PR-minded program. We ran a full page ad in the local newspaper inviting people to respond with what they thought were important life skills. We published a brochure--that cost money--to explain what we were doing, and we distributed it to the parents of each kid. Did you see it? That cartoon about the curriculum committee meetings, that's the way it really was!"

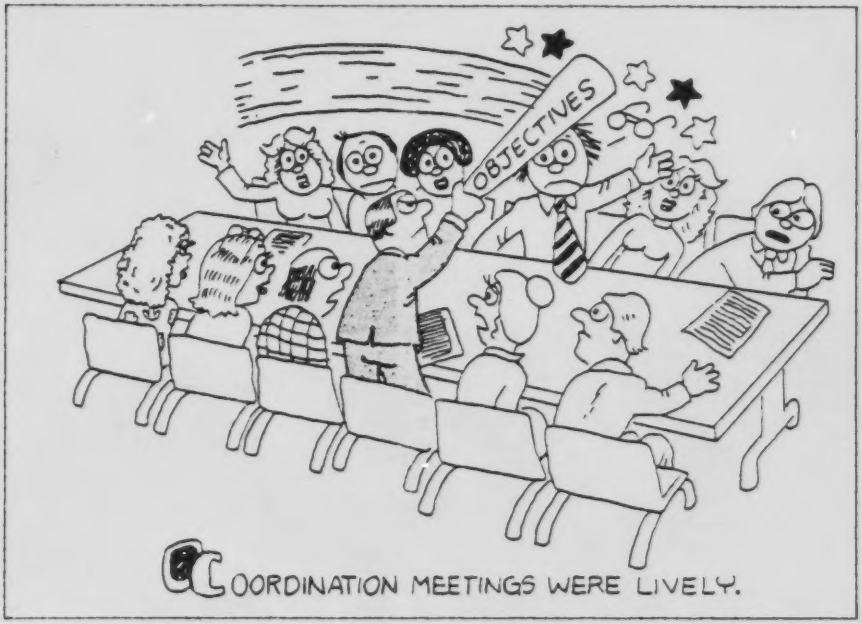

Figure 4.1

The Community

The community to which this teacher was referring is a town, population 10,750, located in south-central Indiana. That population has been increasing rapidly in the last ten years. Two four-lane highways lead from a large metropolitan center within commuting distance to the town, and people have been moving into the area from the city. The federally mandated busing of school children has, according to the Executive Director of the Chamber of Commerce, accelerated that migration. "The gas shortage may slow our population growth down, but

not much, I think." The town is the county seat of a basically agricultural region. The indigenous labor force is made up of farmers and small businessmen, but today 56 percent of the workers commute to the nearby city. "They call us a bedroom community." The per capita income rose 52.4 percent between 1970 and 1978--reflecting the change in the population. It is now above the state average. The median age is below the state median. Minority group members include one black and a recently arrived family from Vietnam. There are about ten small local industries. The largest hires two hundred fifty women for production-line work. The town is proud of its recreational facilities--golf courses, parks, and lakes. There may be some tension between the old inhabitants of the area and the new arrivals. According to one native, "Those new people, they're not on the School Board. They're not part of the power structure--yet."

The School Corporation

This school corporation serves the town and its environs. It is not a consolidated, county-wide district. The number of students enrolled in 1979 was 5,784. There are eleven attendance centers--eight elementary schools, two middle schools, and one high school. All together there are three hundred fifteen people on the professional staff. The central administration consists of four people--the superintendent, an assistant superintendent for instruction, an assistant superintendent for business affairs, and a director of elementary education (who "wears some other hats, as well"). These four administrators have their offices in a small and old one-story house. The back porch has been closed in to serve as the superintendent's office. The dining room is used as a reception area. A new copying machine occupies the former kitchen. Filing cabinets stand in front of old fireplaces. The present superintendent came here four years ago. He is a man with tremendous drive and personal magnetism. He has brought about many changes in the school system. "Why, we'd never even heard of 'in-service' here before he came," said one classroom teacher.

C-1 and Organizing for Instruction

In 1977-1978, one year before the C-1 Rule was mandated, this corporation began a program of educational reform which it calls "Organizing for Instruction." Language arts teachers worked on a review and revision of their curriculum the first year, social studies teachers the second year, and mathematics teachers the third year. After the first year the timeline for the disciplines was the same as CAPPS and corresponded with the textbook adoption cycle. Phase I of "Organizing for Instruction" involves curriculum planning--documenting objectives for each grade level and setting standards. Phase II prescribes a method for bringing about change once a "program deficiency has been identified. The bottom line of Phase II is a budget management system. Phase III is the testing component. It includes the use

of published norm-referenced tests and the development of local criterion-referenced tests. Phase I and III of "Organizing for Instruction" closely parallel the CAPPS model. Phase II goes beyond. In terms of this study of the impact of CAPPS, the question is, can any of the changes effected by "Organizing for Instruction" be attributed to the C-1 Rule? The responses to that question from people on the staff of the school district were ambiguous. According to one administrator, "No, this is our program. We meet all the requirements of C-1, and the IDPI understands that, but our approach is different." Nevertheless, the same administrator went on to speak of "Organizing for Instruction" and CAPPS as if they were the same plan and to criticize the IDPI for "not giving us enough lead-in time." Referring to the CAPPS workshops, she said, "The assistance they gave us the first year was very poor. The IDPI wasn't ready or organized. The social studies year was better. Math was fine." The coordinator of one of the curriculum committees responded, "Yes, our superintendent knew exactly what was coming. He wanted to get our version of the plan launched first--to get ahead of the thing, to have more control over our local program." According to one principal, "'Organizing for Instruction' was and is way ahead of CAPPS. It requires a lot more of us. But CAPPS was the motivation--CAPPS and the idea that the legislature might order minimum competency testing. With 'Organizing for Instruction' we don't need minimum competency testing. But the two plans overlap. You can't really separate them." According to a school counselor, "CAPPS or 'Organizing for Instruction,' I don't know. In any case, we're one hundred years ahead of where we were three years ago."

Admittedly there is some confusion here. To restate it, because "Organizing for Instruction" began one year before C-1 was mandated, it is possible to conclude that none of the activities associated with it are attributable to CAPPS. On the other hand, that is not the way the key participants perceive the situation. They feel, rather, that they simply "jumped the gun" and thus retained more local control to design an even more comprehensive program. The similarities are undeniable, and it is possible to report on the activities under exactly the same headings. This case study does provide an example of a school district that does not fit so neatly into the expected pattern.

Task Groups and the Local Advisory Committee

A chart illustrating the process of program planning as it occurred in this school district would look like this:

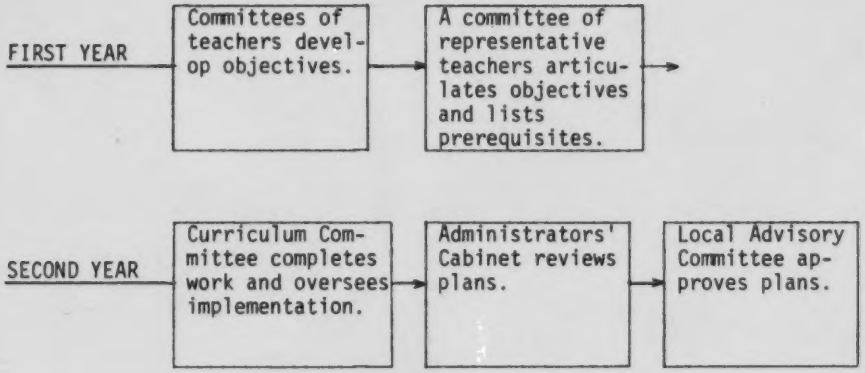
FIRST YEAR
Committees of teachers develop objectives.
A committee of representative teachers articulates objectives and lists prerequisites.
SECOND YEAR
Curriculum Committee completes work and oversees implementation.
Administrators' Cabinet reviews plans.
Local Advisory Committee approves plans.

Figure 4.2 Program planning flow chart

In the first year of the program all the language arts teachers met by grade levels to reach a consensus on what would be appropriate behavioral objectives for their students. They wrote those objectives on three levels: Level I objectives are those that 84 percent of the students will achieve under ideal conditions; Level II objectives are those that 16 percent of the students can achieve; Level III objectives are those that only the top 2 percent of the students might be expected to master. The concept of objectives keyed to the normal curve suggested the standard of acceptable performance for the corporation--students who do not achieve the Level I objectives for their grade level--approximately 16 percent--are to receive special help.

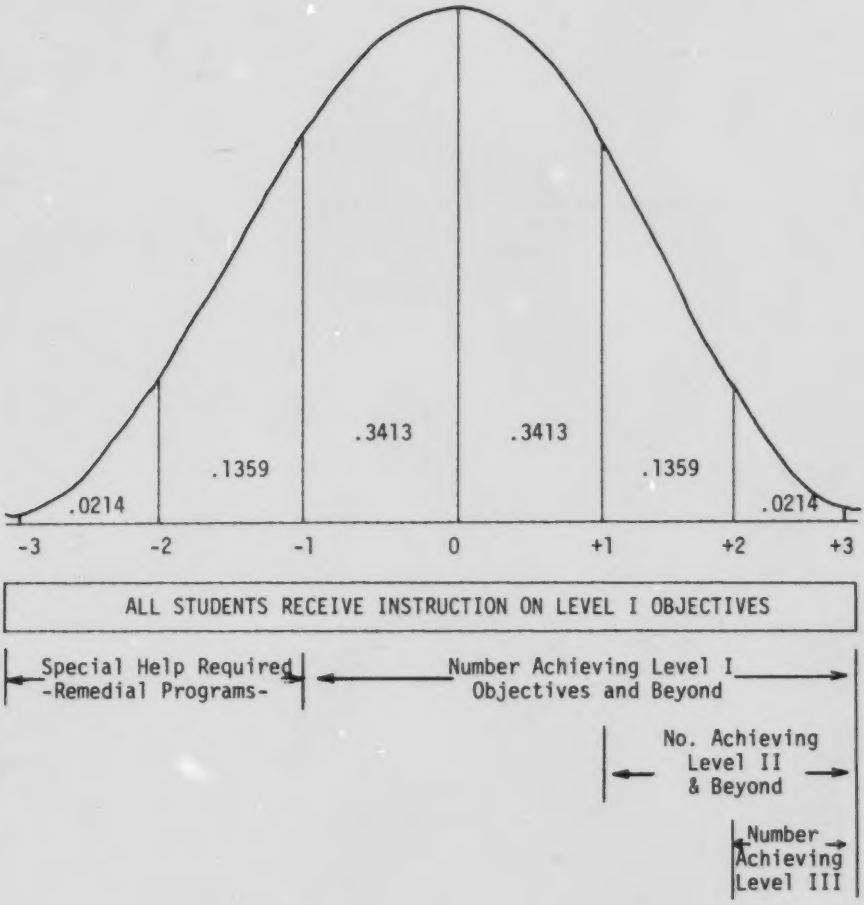

Figure 4.3 Graphic explanations of objectives - Levels I, II, and III (Under ideal conditions)

A committee of representative teachers from each grade level also met during the first year to work out the problems of articulation and to establish a list of prerequisites for each course based on the objectives of the preceding course.

All of the teachers met in their groups twice. One day of released time was spent writing objectives. A second day of released time was spent checking the objectives with the prerequisites, ironing out differences of opinion about the proper placement of objectives, and so on. One teacher added, "Don't forget that a lot of work went on outside those meetings, too."

The second year a district-wide coordinator for language arts was appointed and a permanent curriculum committee set up. This task group completed the job begun by the teachers. Members had five days of released time. The curriculum committee for language arts continues to serve as a review board to oversee the implementation of the plan and to look into requests for changes when problems arise. The area coordinator has one period each day for departmental duties. This continuing function is part of Phase II of "Organizing for Instruction."

Social studies and mathematics followed the same pattern. The social studies coordinator reported, "At first I didn't know what to do. It was a new situation. Now I'm tickled with the job--talking to teachers, following up on complaints and requests for materials, working through problems--especially between secondary and elementary! I pour oil on some troubled waters."

The product which emerged from these task group meetings was a curriculum guide in the form of a looseleaf notebook containing prerequisites and objectives for each grade level in the areas of language arts, social studies, and mathematics. For the seventh grade language arts course, for example, the guide contains one page of prerequisites and three pages each of Level I, Level II, and Level III objectives. Theoretically, a remedial plan for an eighth grade student can be defined by referring to the Level I objectives for the seventh grade. An accelerated program at any grade level is defined by the Level II and Level III objectives.

During the second year language arts teachers met again to begin work on the testing component of "Organizing for Instruction." With the help of an outside consultant they developed a test item pool for each grade level based on the objectives that they had identified. From this pool they are generating pretests, "mini-tests," and posttests. The tests are criterion-referenced and 75 percent is a passing score. The social studies teachers are presently working on test items. "But we'll probably use just a pre- and a posttest. Below the fourth grade we may stick with checklists and teacher observations. The elementary language arts teachers are testing, teaching, testing, teaching, and so on. They say there's too much testing."

All of this curriculum planning was reviewed by the Administrators' Cabinet before it was finally presented to the Local Advisory Committee, The Administrators' Cabinet consists of the superintendent, the two assistant superintendents, the director of elementary education, the principals and the coordinators. The Local Advisory Committee is made up of twelve people: the superintendent, the assistant superintendent for instruction, and ten lay persons--parents and other community representatives. A parent serves as chairman. Community participation and support was explicitly encouraged by announcements on the local radio station and articles in the local newspaper. Parents serving on individual school building councils were involved by the staff in discussing curriculum. However, this particular Advisory Committee does not appear to have played more than a perfunctory role in the development of the program.

Parent and Community Involvement

The efforts of the school corporation to make the community aware of "Organizing for Instruction" have been described. Have people responded? A school counselor says, "There is a high level of parent involvement in the schools here. We have good school-community relations. The schools are important to the people. They follow the band and the athletic teams. Maybe they're some more interested in curriculum." The social studies coordinator thinks, "'Organizing for Instruction' was well-publicized. About results, I really don't know. Not tons. This community gives the schools empathy and support anyway. People do like the specific objectives." A principal is more outspoken, "Definitely! The newspaper flyer got responses. Parents on our parent council talked about CAPPS and 'Organizing for Instruction.' Of course, they've always been on textbook committees. This year they went over the objectives before they looked at the books."

Curriculum Planning

Has there been curriculum planning which has resulted in observable changes? "Yes," according to a middle school principal. "We had guides before in each school and sometimes for a single course, but now we have a unified, corporation-wide document, K-12, with prerequisites and three levels of objectives. There's nothing there about methods of instruction--we trust the teachers to develop their own methods. One of the best things about this plan is that it makes purchasing new materials rational. Teachers don't just thumb through catalogues at the end of the year to find new things to order. When we see that certain objectives aren't being met, then we look for materials that will help with those objectives. There's a definite set of procedures for purchasing." Does that save money? "Yes, but that's not the primary purpose. There may be better ways to solve a problem than to buy something new. If a teacher can document a real need, he's guaranteed to get what he asks for." The social studies coordinator said, "We didn't

have much of a curriculum guide before--something, but, you know, teachers didn't pay any attention to it. Now we have good quality objectives, and they all came from the teachers. They're broad and they're specific--right down to the little things. We had some discussions, but the process held up! That communication between teachers was a positive result. We're going to try to keep up the exchange next year--maybe with a newsletter." "This is one area where we differ from CAPPS," the superintendent notes. "Our objectives are on three, not one level. If minimum competency testing is passed, our program allows more flexibility. We don't want to get into a situation like Florida."

Testing

What has happened to the testing program? Published norm-referenced tests are given and reported in this school district. The Metropolitan Achievement Tests are used in the elementary schools, the Stanford at grades five and eight, and the STEP in the high school. But the counselor is quick to add that these standardized tests are not truly part of "Organizing for Instruction." The criterion-referenced tests that are being developed locally are integral to the plan, and this testing component is new and different. The superintendent comments that although standardized tests are given and the results reported to parents and teachers, he does not believe that they are an effective way to determine how well students have learned what has actually been taught or to locate where changes in the instructional program are needed. Developing criterion-referenced tests is expensive, but the superintendent is convinced that his teachers are committed to the concept. The amount of testing in the corporation has increased, as the social studies coordinator noted, and the results of tests are being used to diagnose problem areas both for the purpose of modifying instruction and for the purpose of establishing purchasing priorities. So far, test results have not been used to determine grade promotion, but the counselor says, "Teachers see that coming, and they aren't opposed to it."

Remediation

Have any changes occurred in remedial programs? There are no new approaches to remediation specified in the "Organizing for Instruction" model. The objectives and the testing program do identify more clearly when students need additional help. The superintendent comments, "Remediation depends upon the severity of the problem. Students are passed with deficiencies, but records of those deficiencies go with them. We have special services available, and we often schedule parent conferences." A middle school principal remarks, "Most remediation goes on in the regular classroom. We hire teacher aides to work with students on skills prescribed by the teacher. We have a laboratory. It's flexible--students go in and out. We had a remediation committee of eight teachers last year who had Title IV money to spend on remedial

materials." The social studies coordinator believes, "Remediation is the big problem! We need money and teachers. A lot is being done. Language arts developed special remedial objectives--that wasn't in the original plan. Social studies is going to review Level I objectives and rank them--concentrate on the essentials. The junior high schools are trying to individualize instruction within the regular classroom. The high schools are going back to 'basic' classes. But we're also moving on programs for gifted students, challenge centers, independent study, special topics classes."

Problem Areas

What are the problems associated with this new program? Remediation may be one. "Money!" says the superintendent. "We need state funding, that and more consultant services from the IDPI. Time has also been a concern. It cost more and it took more time than we anticipated." The school counselor agrees about the demands on teacher time, "It's especially hard on elementary teachers. They're involved every year. Also, 'Organizing for Instruction' really tightens up the organization. Sometimes I'm afraid things are becoming too rigid. It's not realistic." The principal does not see money as a problem, but he does mention time, "The teachers met five or six days and also did some nightwork. It's hard to get subs. Ninety-five percent of the teachers are enthusiastic. Getting the other 5 percent involved--that might be listed as a problem." The social studies coordinator said, "The problems aren't material. They are things like getting the teachers to work together and overcoming some of their fears. They think maybe teacher evaluation may someday be based on test results--'accountability.' They don't want that."

Attitudes Toward CAPPS

"I don't like CAPPS, but I do like this plan. There have been some unexpected results. There's a decrease in teacher absences and staff morale is higher. Budget planning is better. Of course, we expected that. This is a total administrative approach which makes sense." So spoke the assistant superintendent for instruction. The principal did not differentiate between CAPPS and "Organizing for Instruction." "I feel very positive. There is continuity in the curriculum, more people concerned and involved, 'back-to-basics' objectives, higher test scores. This is better than minimum competency testing. Local development is essential." The coordinator also mentioned minimum competency testing, "That scares me. I think maybe it's right, but only if teachers, not legislators, design the tests. Our objectives are clear now. Teachers do a better job with clear objectives. I hope these kinds of programs around the state will do away with the possibility of one state-wide test!" The superintendent concluded, "C-1 and 'Organizing for Instruction' are good models for curriculum development. We have to make them work. Articulation, inter-departmental cooperation, and behavioral objectives are some of

the positive results here. I am not in favor of minimum competency testing. CAPPS is an initial effort, but it will fall short unless there is a meaningful way to evaluate the efforts school districts are making. I'm pessimistic about long-term effects. The IDPI should not eliminate the annual reporting plan."

More than answers to specific questions about the impact of CAPPS, the people in this school district feel they would enjoy and profit from "sharing" sessions with other school districts. They would like to exchange ideas about objectives, proficiency levels, tests, and, generally, the strengths and weaknesses of curriculum planning programs.

Part 5: CASE STUDY NUMBER THREE

"We're a pretty big, pretty progressive school corporation, but even we need some stimulus for reform." So spoke a secondary school principal. "The C-1 Rule is a move in the right direction. We would not have gone so far or done so much on our own. I'm not so sure all the school districts in Indiana are moving--I suspect they're not." Here there was the slight hint of a wink. "But the program will bring about some state continuity, and it certainly is better than minimum competency testing! C-1 is flexible. Adjustments can be made. If only the IDPI will stay with it." The principal's voice trailed off. It seemed obvious he was not so certain the IDPI would stay with it.

The Community

The school corporation that the principal was referring to is both large--county-wide--and urban--over 70 percent so. The community it serves has a population of 120,000. About 70,000 people live within the limits of one city. That population has declined very slightly in the last few years, and there has been some shift from the city to the suburbs, but nothing precipitous. In many ways this community is typical of the state. For example, the median income is in the same range, and the median age is very close to the state median. The county is something of a retail-wholesale marketing center. Over 25 percent of the labor force is employed in trade. Unlike some other urban centers in Indiana, this area has a relatively small number of minority group members. Five percent of the population is non-white. The number of manufacturing firms, the cultural facilities, the service organizations, and so on are close to what one would expect. However, there are three colleges located here. Education is one of the county's major industries.

The School Corporation

The school corporation was consolidated in 1960. In 1979 there were 19,427 students enrolled. They attended twenty-one elementary schools, six junior high/middle schools, and three senior high schools. The professional staff numbered 1,036. There are over twenty members of the central administration whose offices are in the Administration Building, a remodeled junior high school. The three senior high schools are about ten years old, and in the last year six elementary schools have been closed and three new ones opened. The corporation has had an active building program.

Under the superintendent is an assistant superintendent for curriculum and instruction. It is he who was charged with the responsibility for seeing to it that the corporation complied with the requirements of the C-1 Rule. The superintendent's role was, as he

put it, that of an "informed observer." He felt assured that his assistant superintendent had "his eye on the program," and that left him free to concentrate on things like "budgets and leaky roofs."

Task Groups and the Local Advisory Committee

The assistant superintendent supervised the design of a relatively complex organizational structure of CAPPS committees. The director of elementary education was put in charge of elementary curriculum planning, and the secondary coordinators were responsible for curriculum development in their own areas--language arts, social studies, mathematics, and science. A chart of the committee structure is on the following page.

Language arts did not, in fact, get the "full CAPPS treatment" at either the elementary or the secondary level. As the superintendent noted, this corporation already had a curriculum revision plan established. Every five years, when textbooks were to be adopted, a committee of elementary teachers and a committee of secondary teachers reviewed the curriculum. There was a county-wide document. Since the language arts guide had been revised and new texts adopted the previous year, and the deadline for the first report to the IDPI was December--only three months away, the language arts coordinator felt that she could, with the help of a committee of secondary department chairmen, translate the existing program into a plan that would satisfy the C-1 Rule. The chairmen would consult with the elementary reading specialist to turn the objectives already written into the format of articulated topics-goals-objectives required. "It wasn't easy. We worked right down to the wire. The committee that was looking at new tests was not about to be hurried. I had to report on the old tests. But it turned out all right."

Social studies, on the other hand, had the whole year. The elementary director appointed a curriculum committee composed of herself, her assistant, and twelve parents. It served as a "sounding board" for the work of the task group. The task group she set up consisted of forty-four people--one principal and one librarian, plus a teacher and a parent from each of the twenty-one elementary schools. They requested ten days of released time. They brought in a consultant on maps. They had a workshop on consumer economics. The curriculum guide this group eventually turned out was so thick that each grade level had to be bound separately.

Was all this activity at the elementary level the result of C-1? Yes and no, according to the director. This was the year when social studies was scheduled to revise its curriculum anyway, but there was increased support, and even pressure, to do a thorough job. There was also an air of enthusiasm generated by this new program which was receiving so much publicity. Was there so much publicity? "Within the

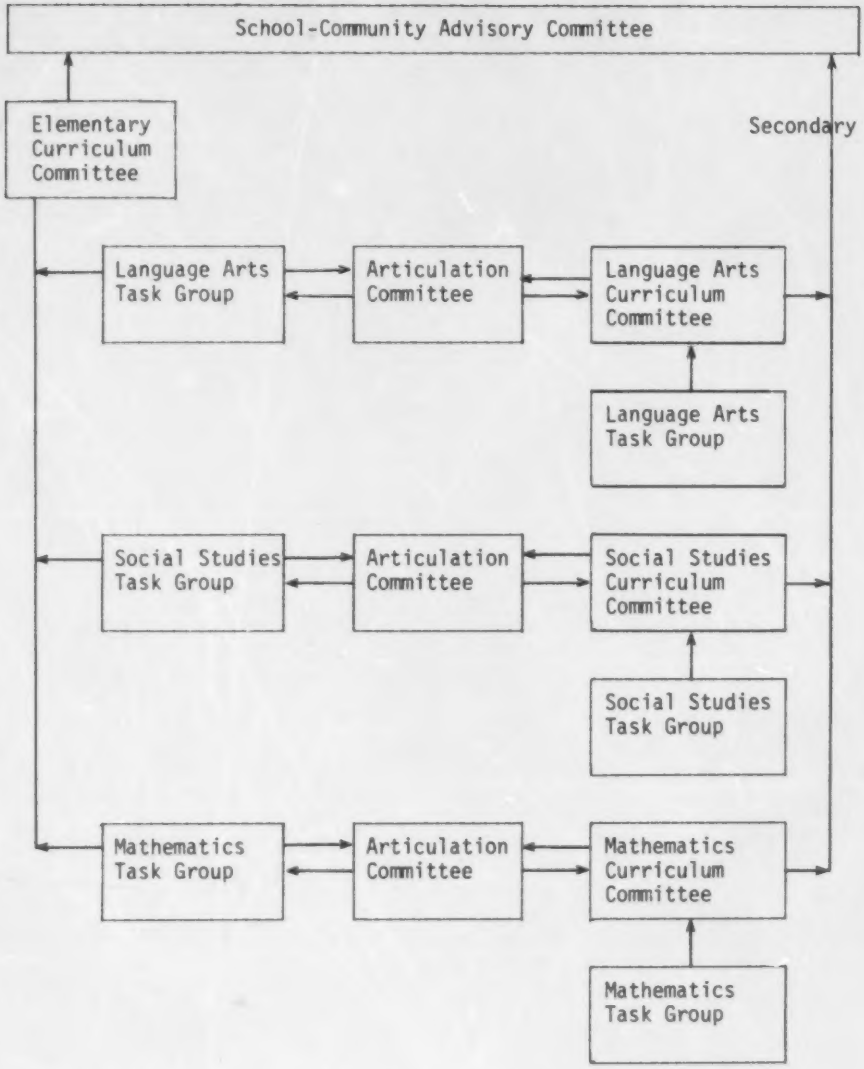

Figure 5.1 Structure of CAPPS committees in large school district

school corporation, yes. I'm really not sure how much awareness there is in the larger community, but I saw a pamphlet on C-1 and CAPPS on the reading table in my dentist's office!"

At the secondary level also there was a sense that increased attention was being paid to the business of revising the curriculum and adopting textbooks. Added to that was the fact that the positions of secondary area coordinators had just been created. The new coordinators looked on CAPPS as their first big assignment and the opportunity to make the most of their jobs. The social studies coordinator set up a curriculum committee made up of nine department chairmen, six teachers, and eighteen parents. This committee also served as the textbook adoption committee. It met at night. The social studies task group consisted of eighteen teachers subdivided into six subject areas. The teachers in the task group were given five days of released time to write the new curriculum guide. The final product was a much expanded document. The secondary social studies curriculum guide went from a twenty-two page pamphlet to a loose-leaf notebook of over one hundred pages.

Rewriting the curriculum and adopting textbooks were not the only activities associated with CAPPS. The social studies coordinator presented the timeline on the following page to illustrate the scope of C-1.

Was all this curriculum planning the result of CAPPS alone? The superintendent feels that it was not. The corporation had not had a director of secondary education for several years. Secondary coordinators were needed and they were and would have been appointed regardless of CAPPS. It was their appointments which stimulated the increased activity in curriculum. The mathematics coordinator does not fully agree. The work required by CAPPS at least hastened the creation of the positions.

Mathematics and science, of course, took a back seat the first year. The second year the mathematics committees were established. They have operated in much the same way as the social studies committees at both the elementary and the secondary levels.

The work of two other corporation-wide committees of professional staff members may be directly--or indirectly--related to the C-1 Rule. A committee on secondary grading and grade reporting met throughout the 1978-1979 school year. The committee began by conducting a survey of teachers, parents, and students. The survey included questions about such things as how often grades should be reported, how honor roll should be determined, and what should be on a student report card. The results of the work of the committee were, among other things, new student report cards. One issue compounded the tasks of the committee. The corporation had recently purchased a computer, and it was decided

SOCIAL STUDIES TIMELINE FOR
REVIEW, REVISION, IMPLEMENTATION, & EVALUATION OF THE CURRICULUM

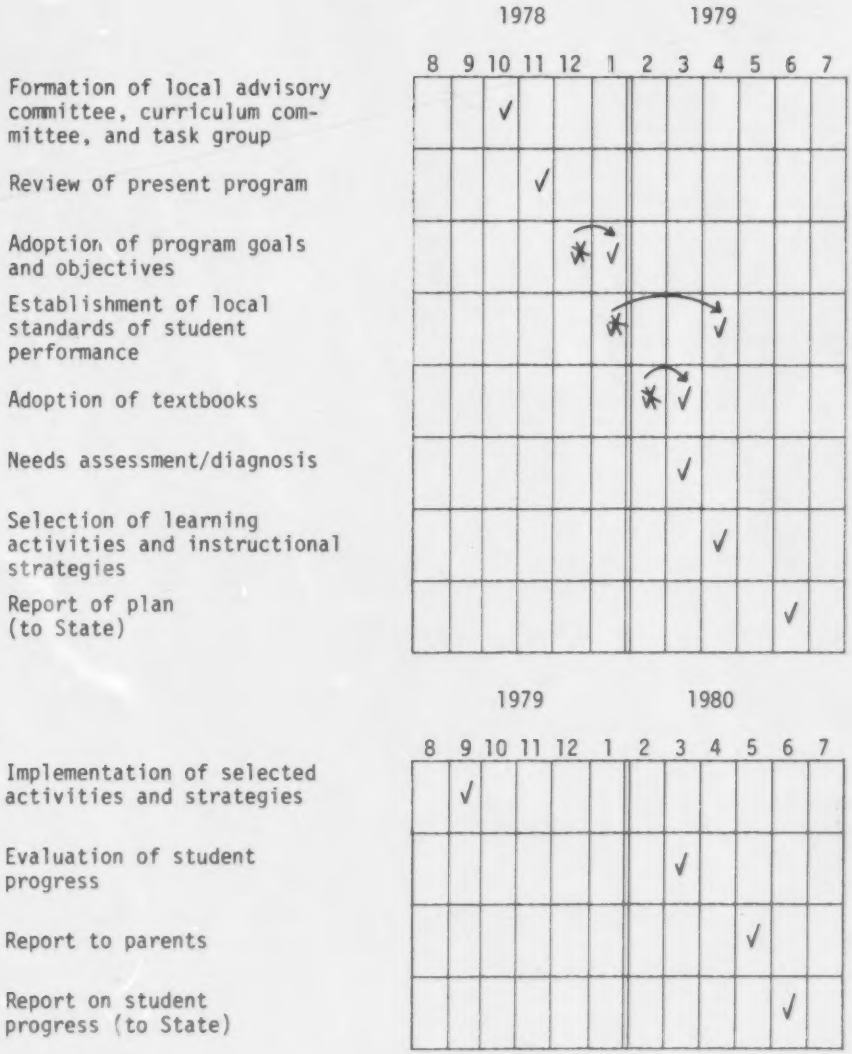
1978
1979
8 9 10 11 12 1 2 3 4 5 6 7
Formation of local advisory committee, curriculum committee, and task group
Review of present program
Adoption of program goals and objectives
Establishment of local standards of student performance
Adoption of textbooks
Needs assessment/diagnosis
Selection of learning activities and instructional strategies
Report of plan (to State)
1979
1980
8 9 10 11 12 1 2 3 4 5 6 7
Implementation of selected activities and strategies
Evaluation of student progress
Report to parents
Report on student progress (to State)

Figure 5.2 Social Studies timeline

to use the computer to report and record student grades. The problems of setting up a computerized program were many. In the end it was not clear whether the purpose of the committee had been simply to revise and improve the method of reporting student progress (which would be related to CAPPS) or to extend the use of the corporation's computer (which would not, necessarily, be related to CAPPS).

A committee on tests and testing was also established. It was made up of representatives from the administration as well as counselors and teachers from both the elementary and secondary levels. The assistant superintendent notes that the corporation did have a standardize testing program, but it had not been reviewed for some years, and it was time to do so. The necessity of reporting tests and test scores to the state was, without doubt, an immediate motivation. The committee selected newly revised and published standardized tests and decided at what grade levels the published tests should be given. Standardized tests had been available to the senior high schools, but the counselors had not administered them for several years because, they said, the results were not used. Now a published test is being given to tenth graders, and the results are being used to identify those students who do not meet the corporation's standards of performance. Other changes were also effected by the work of this committee, for example, it was decided that final semester examinations would be given in all the secondary schools. These examinations were not mandated by CAPPS.

The Local Advisory Committee reviewed the materials that came out of the curriculum committees and was informed about the decisions of the grading and the testing committees. There were twenty-two people on the Advisory Committee and they included administrators, teachers, parents, other representatives of the community, and students. Several of the members were professors from the local colleges who had children in the school system. The committee met in the evening once a month for the first year. Committee members dutifully reviewed the curriculum plans, but their real business was to decide on what was to be an acceptable standard of student achievement and to recommend a policy based on that standard. There was a good deal of discussion about the pros and cons of minimum competency testing. Ultimately the group decided that test scores were not to be used to determine high school graduation or, as a general rule, grade promotion. If any student scored in the bottom two stanines on a norm-referenced standardized test, a remediation plan would be designed for him. The committee wanted to see local tests developed--there was considerable resistance to reliance on published tests and national norms. The School Board approved the suggestions of the committee.

Parental and Community Involvement

Has there been increased parental and community involvement in school affairs? "Not really," according to the superintendent. There

was "reasonable participation" by lay members of the Advisory Committee and there seems to be "general acceptance" by the public of C-1, but the response has not been overwhelming. The assistant superintendent agrees, "The intent was good, but candidly, the involvement was limited. Parents are active in selecting textbooks, but they have not taken much part in writing objectives. A few with backgrounds in education have made suggestions. C-1 has made a structured process for becoming more involved available." The director of elementary education hedged, "Well, at least two thirds of the parents on the committees are attending the meetings. Parents are shy. They often feel overwhelmed by the number of 'experts' on a school committee." The social studies coordinator described one alteration that parents on her curriculum committee had made: "The teachers had listed objectives under the categories of knowledge, skills, and values. Some of the parents objected to the term *values*. They had heard about values clarification and didn't approve. We changed the category to *attitudes*. It wasn't a major change, but it was significant to them." The mathematics coordinator believes that "it is questionable if community members have actually affected the curriculum. Parents are complaining more, but that's the general mood all over the country. That's what brought about CAPPS, not vice versa."

Curriculum Planning

Have there been any changes in the area of curriculum? There are new district-wide curriculum guides for language arts, social studies, and mathematics. Guides did exist before, but they were less elaborate, and the mathematics coordinator says, "There was no pressure on teachers to use them. Now we're checking more. Also, the trend toward corporation-wide testing based on standards, that's resulting in a more uniform curriculum." A language arts teacher comments, "There's a new emphasis upon spelling. We were already hitting reading and writing skills hard. Maybe teachers are trying more to cover all the topics in the curriculum guide--because of the tests." The social studies coordinator believes that there is more emphasis upon skills: "We didn't know what social studies 'basic skills' were. Now we think we have them pretty well defined. We have already written supplements to the curriculum guide identifying social studies skills and included exercises to develop them. I guess we were teaching them--the test results show that, but certainly not so consciously." The director of elementary education states, "CAPPS has increased administrative and Board support for curriculum planning for the teachers on them. I don't know about the other teachers. I don't see any increased emphasis upon skills in the elementary schools. There has always been an emphasis on skills there--too much! Elementary teachers teach basic skills all day long."

There is universal agreement that the curriculum planning which has occurred in the last two years has brought about more contact between elementary and secondary teachers, and that this has resulted in better understanding, respect, and even sympathy. The social studies

coordinator reports: "The first articulation meeting was really uncomfortable. Secondary teachers accused elementary teachers of various failures, and elementary teachers got defensive and then angry. I went back and talked to the elementary teachers just to smooth things over. By the end of the year they were actually smiling at each other. The final program, K-12 has eliminated a lot of repetition and overlap."

Testing

Has the testing program changed? A district-wide testing program did exist, but it has been revised and a new mandatory test added at the tenth grade. Teacher-made semester finals are given in the secondary schools. The elementary people are not satisfied with the norm-referenced tests, and they are working on the development of their own criterion-referenced tests with the help of an Evaluation Assistance Center at a local university. The spring testing program generated a lot of data that is being used to identify not only students who need remediation, but also students who would fit into programs for the gifted. The establishment of "remedial" programs for students at the upper end of the scale who are not achieving as well as they should according to the test results may be an unexpected outcome of this increased attention to testing. According to one classroom teacher, "I think there's a kind of Hawthorne effect--kids and teachers are more aware of the importance of tests. They took the STEP test very seriously. Finals emphasize the importance of academic achievement. There's a lot of discussion among teachers about what tests can and can not do. Some of them think we're getting into too much testing." The mathematics coordinator says, "We're giving all the students in algebra and geometry published end-of-course tests. That's not the result of CAPPS so much as of our curriculum revision. The teachers are favorable. But here's a problem, should those test results determine passing or failing?" The director of elementary education: "Teachers are more conscious of the principles of good test construction. They've even begun teaching pupils good test-taking skills."

Remediation

Have changes occurred in remedial programs? According to one junior high school principal, not much: "We've always had special 'skills' classes--I don't mean special ed. classes--in language arts, social studies, and math. We've bought appropriate materials for those classes, and we've kept the class size to about fifteen. I don't think we should change that." A senior high school language arts teacher notes, "We need more teachers if we are really going to individualize instruction, but we have enough 'basic' classes now to handle the students who didn't meet the standard. The course of study for those classes has been described, and it is valid in terms of the competency skills we are testing for." The social studies coordinator remarks, "That's about where we are now. This has been a busy year. Most of the secondary schools have heterogeneous grouping in social

studies. We'll have to come up with some way to individualize programs for those students who need remediation--maybe set up tutoring sessions during home room." The elementary director says, "The philosophy of the elementary department is developmental, not remedial. We attempt to identify where students are and move them forward, not back up. There's a lot of individualization in elementary. Still it's a problem area. I can't see big changes coming. We need new ideas, not just more money."

Problem Areas

What have been the major problems in implementing the CAPPS program in this school corporation? The superintendent replied, "Possibly the amount of reporting, but that may be necessary to measure involvement. It has not been a financial strain for us, and we already had the staff." The assistant superintendent also mentioned the amount of paperwork, especially the first year, and now what he sees as unessential repetition, "Curriculum plans should not have to be reported every year for each area and in such detail. There should be a minimum reporting requirement." The elementary director felt that the demand on staff time was a problem: "We had to ask for a lot of days of released time for teachers. That's expensive, but a bigger difficulty is finding competent substitutes. I've already talked about remediation and needing new approaches." The classroom teacher said, "It took too much time!" The secondary principal concurred, "So many teachers were involved in in-service programs, I couldn't get enough subs. Maybe it wasn't all bad--we're beginning to see the advantage of paying teachers to do curriculum work after school and on Saturdays." The mathematics coordinator responded simply, "Remediation."

Attitudes Toward CAPPS

How do these key participants feel about CAPPS? The superintendent is not very positive. He had watched the development of the program at the state level: "The IDPI was responding to pressure from state legislators who are critical of the public schools, not exhibiting real educational leadership. They didn't want the legislators to take over their domain. C-1 is a management system--another structure that demands reporting. Our corporation already had a curriculum planning system in place." He did, however, have some favorable comments, "CAPPS might have a more definite effect on smaller corporations." He is opposed to minimum competency testing: "The same prescribed standards for everyone are artificial. We don't know what is basic to an individual's needs." The superintendent did like the local autonomy inherent in the C-1 plan. His final comments were, "I don't see any real changes coming, just lots of busy work. But perhaps this study is being done too soon. We may need to go through a whole cycle and then look back."

The assistant superintendent does feel positively about the rule: "CAPPS was the stimulus for focusing attention on curriculum and standards, for selecting appropriate testing instruments and using the results. It caused us to look at the need for improving remedial programs. Decisions were left to the local school district. Articulation has increased in broad terms--communication between teachers and other staff members across levels and areas. The work of setting standards, for example, was interdisciplinary. I am in favor of standards, but we need to be careful not to lose sight of the individual. That is what is wrong with state-mandated minimum competency testing. It's detrimental to the bright students and unfair to the 'unbright.' I would like to see standards set in terms of individual mastery expectancies."

The director of elementary education described her reaction, "At first I was angry about the IDPI mandating a program for our corporation. Then I went to some workshops and got frustrated. I wasn't sure what was expected. Now I feel very good about CAPPS. It's been positive in terms of curriculum development. I don't know about standards, though. There's no way we'll get every student achieving above the second stanine." The language arts teacher reacted, "It was time Indiana did something. The other states have. I'd favor testing every year, not just three, six, eight, and ten. It makes teachers more concerned." Finally, the mathematics coordinator summed up his attitude, "We had to have CAPPS, either it or minimum competency testing. I wouldn't mind a local competency requirement for graduation, but not a state one. I was disappointed by the CAPPS workshops--the IDPI itself seemed unsure of the process and unclear about how the reports from local districts were to be evaluated. Maybe they need more staff. But the concept of C-1 is good. I could just wish the Department was doing a more complete job of managing it."

The key participants in this school district also wanted to know more about how other school corporations were going about implementing CAPPS. They were not interested in comparative studies of student achievement. They felt the variations in resources and restraints among the local systems would make that data meaningless. They wanted models for ways in which curriculum could be effectively developed--the process. They wanted ideas for remedial programs. And last there was an implication that they wanted evidence the IDPI was, in fact, monitoring the program.

Part 6: CONCLUSIONS

What conclusions about the perceived effect of the C-1 Rule and CAPPS on school districts in Indiana did the ISBA survey, the IDPI survey, and the three case studies imply? The general areas where noticeable changes were likely to occur have been suggested. They were parent and community involvement, curriculum planning, testing, and remediation. The problems associated with implementing CAPPS and the attitudes of the local school people also appeared to be relevant issues. These topics and specific questions designed to explore them were used as organizers in the case studies. The survey instruments were not written with this particular list in mind, but the items on the forms could be analyzed under these headings. Here, then, are some judgments about the impact of CAPPS arrived at by combining and summarizing information from the several sources.

Parent and Community Involvement

The three specific questions used to investigate this general area were: Has there been increased involvement of parents and other community members in curriculum planning? Has communication between school and community improved? Is there more interest in and support for local schools?

It has been suggested that some of the intents of the C-1 Rule were to relieve lay criticism of public education, reduce the pressure for a minimum competency testing law, and generally improve the image of the schools by imposing a plan with some of the characteristics of competency-based education and some of the elements of an accountability system. To accomplish these ends, lay people were to actively participate in the program as members of the Local Advisory Committee where they would review and approve curriculum plans and become directly involved in setting standards of student performance. Communication was to be improved through revised and more complete methods of reporting student progress to parents. School districts were also encouraged to use the local news media to publicize their efforts to upgrade school programs. Involvement and communication, hopefully, would together result in more interest in and support for the public schools.

Key participants did not view CAPPS as an unqualified success in this area of parent and community involvement. The case studies suggested that, for the most part, the participation of lay persons on the Local Advisory Committee was limited. They were conscientiously appointed, and they dutifully attended meetings, but as decision makers (for example, in setting standards) they were outnumbered by the professional staff also on the committee. They may have been, albeit unintentionally, intimidated. One teacher's reaction seemed representative of many, "I realized that community people and parents do care, but they are shy and hesitant to express their opinions."

C-1 did provide an avenue for increased lay participation in school affairs. Because the reactions were restrained, a question presents itself. Do lay members of the community actually wish to become involved in curriculum decisions? Automatically assuming that they do may be invalid. On the other hand, parents are very much involved in curriculum decisions when it comes to choosing textbooks. This is a practice of many years standing. Perhaps community involvement in curriculum planning will become established as the program matures and develops.

Reporting to parents has changed. In all three case studies the results of the standardized testing program were sent to parents with special and expanded notations to help in interpreting the scores. In one case the results of criterion-referenced tests in language arts were added to the reporting system. In another case the regular report card was redesigned to include more information about student progress. Records of skills mastered and checklists of objectives achieved were available in two school districts and used in parent conferences.

The IDPI survey revealed that community leaders considered communication in general to have improved between the school and the community. They also believed that school programs had been revised, but they were not so sure that the schools were better preparing young people for adult life as a consequence.

Efforts were made to inform the community about CAPPS and the school district's improvement plan. They were not altogether effective in eliciting responses. Participants disagreed about how much positive support was, in fact, generated by these "PR" devices. One possible and somewhat unexpected suggestion here is that the lack of public interest in and support for local schools, at least in these districts in Indiana, has been greatly exaggerated. Community-school relations are really not as bad as many people believed them to be. Therefore, these stepped-up efforts to improve them have been only marginally successful.

Curriculum Planning

Five questions concerning the impact of CAPPS seemed to be relevant to the area of curriculum planning: Has curriculum revision occurred, including the establishment of minimum acceptable standards of performance? Is there now a uniform district-wide curriculum guide where none previously existed, detailed enough to describe each course offered? Is there an increased emphasis upon skills in the classroom? Are programs better articulated? Do school personnel feel that program development has been enhanced?

The C-1 Rule and CAPPS have been defined as a curriculum planning system, and it is in this area where they are perceived to have had the greatest impact. Both surveys reported that curriculum development

had improved, that programs had been revised, that standards had been set, and that the total process had been constructive.

All three case studies reflected a flurry of activity associated with writing new curriculum guides that included, at a minimum, greatly expanded lists of specific course objectives. In one case a district-wide document did not previously exist; in the other two cases the existing guides had been enlarged and, more importantly, there was increased emphasis upon ensuring that classroom teachers would design their courses following the outlines provided by the guides. This had, in turn, resulted in a more standardized curriculum within the corporation. (Since local school districts were free to choose their own standards and define their own curriculum, there was no evidence that the courses of study had been standardized on a state-wide basis.)

One of the most positive perceptions about the effect of CAPPS was that the whole plan had gone a long way toward establishing a kind of program validity that was sorely needed--that is, now objectives were more clearly defined, courses were designed and taught with these objectives in mind, and tests were written or selected that were consistent with the expected outcomes.

Participants also perceived some increase in the emphasis upon academic subjects in the curriculum. Music and art, for example, did not require the attention of task groups. Within the traditionally academic disciplines of language arts, social studies, mathematics, and science there might also be an increased emphasis upon skills. The domain of affective objectives was not stressed in the revised curriculum guides. This result might be more closely associated with the testing component of CAPPS than with the curriculum planning requirement. It was only logical to assume that test results would eventually be used to evaluate curriculum plans; and tests contain more items that measure knowledge and its application than those measuring values. In these senses the curriculum might have been narrowed by CAPPS.

Without exception key participants perceived with enthusiasm a new articulation between elementary and secondary programs. The objectives of areas such as language arts, they felt, had been selected and arranged so as to avoid both gaps and unnecessary repetition in a plan that extended from kindergarten through grade twelve. Along with this program outcome, they were equally enthusiastic about the change in the relationship between elementary and secondary teachers that occurred during the process of articulation. The extent of the lack of communication, the near hostility, that existed between teachers of different grade levels and between teachers and administrative staff may not have been fully recognized before CAPPS. The numerous committee meetings and the cooperation called for seemed to have overcome much of that antipathy. As one participant said, "This work pulled the staff together." Another participant endorsed that statement and

added that new lines of communication had been opened between disciplines and staff positions as well as within. Recognizing the need for improved staff communication and going some distance to satisfy it appeared to be a major, if unanticipated, result of C-1. The fact that classroom teachers especially felt isolated from each other and the administration and left out of the decision-making process pointed to a recommendation that some way be found to overcome that idea.

Certainly one perceived effect of the C-1 Rule related to curriculum planning is heightened teacher and staff morale. The feeling expressed by participants most often was that finally someone was paying attention to curriculum. Teachers and other staff members were proud of their efforts at program development. They will be disappointed if this concern with curriculum is not sustained and some method of recognizing and reinforcing their efforts is not devised, most obviously at the state level.

Testing

Several questions in the area of testing are suggested by the literature relevant to CAPPS. Has the amount of testing increased? Did school districts have formal testing programs before C-1? If so, have they been revised? Are published tests or locally developed tests more popular? Are they norm-referenced or criterion-referenced? What about informal measures? How are test results being used?

There were some preconceptions that the primary impact of the C-1 Rule would be in the area of testing, that since CAPPS was understood to be related to the minimum competency testing movement, tests would proliferate. There was an impact here, but it was less than expected.

The ISBA survey reported that most school corporations did already have a standardized testing program, although about half of them found it either necessary or desirable to revise it. Published norm-referenced tests were used by over 90 percent of the districts to determine whether standards had been met, but some work was being done on the development of local criterion-referenced instruments. The IDPI survey revealed that any changes which had occurred were believed to have improved assessment procedure, possibly by involving teachers more in the selection and development process.

The case studies added some details to these conclusions. Many corporations would have preferred to develop local tests, but the difficulty of providing acceptable reliability and validity coefficients had discouraged them. They were purchasing tests until they could write their own. One aspect of the revision of the standardized testing program was the addition of a published test in the tenth grade. It appeared that standardized tests were not commonly administered in the senior high schools before CAPPS.

There had been some increase in the use of informal measures of achievement. Checklists of objectives which became part of a student's cumulative record and teacher-made final semester examinations are two examples taken from the case studies. However, the surveys pointed to some disagreement about whether or not these devices were being used very constructively.

Teachers felt insecure in the area of measurement and evaluation. In-service sessions had occurred within all three of the districts of the case studies, but participants believed that still more training in the construction and the use of formal and informal instruments would be valuable. They suggested that the IDPI could be of assistance here either by supplying consultants or by conducting workshops.

Test scores were not being used to determine grade promotion or high school graduation, despite the option. They were being used to identify students who needed remedial help and to discover weaknesses in the instructional program. The more thoughtful examination of test results had one unexpected outcome--the same test scores that identified students in the lower stanines also identified students in the upper stanines. There appeared to be a new recognition of the needs of these gifted and talented pupils, and a trend toward establishing programs for them as well.

The increase in the importance of testing and test scores which resulted from CAPPS had some influence on classroom instruction. Its effect on curriculum has been pointed out. Participants perceived that there may be a new "no nonsense" attitude on the part of both teachers and students toward school work, and that academic achievement as evidenced by test results was being taken more seriously.

Remediation

Effective remediation is critical to the success of C-1, or any competency testing plan. These questions were designed to elicit information about the effect of CAPPS in this area: Have changes occurred in remedial programs? What form is remediation taking? Has additional staff been hired, or have regular classroom teachers received special training? Are more students receiving remediation?

For all its importance, the impact of the C-1 Rule and CAPPS was perceived to have been weakest in the area of remediation. The ISBA survey suggested confusion about anticipated plans and the IDPI survey reported a less than enthusiastic response to the statement that remedial plans had improved. There was little evidence in either survey that the respondents saw any significant changes to have been effected in remediation programs by CAPPS.

Because new plans were so indefinite, the participants in the case studies answered questions about remediation by describing the

programs they already had in place, but they seemed less than convinced that these provisions would be adequate. Some spoke of attempting to individualize instruction, and others of establishing "basic" classes. No one implied that more teachers were to be hired, or even that in-service training was contemplated. The results of the spring testing were not yet in, and the numbers of students eligible for remedial help could only be estimated.

Participants did recognize the necessity for adequate remediation in a competency-based approach to education. They felt that they had identified the students who needed assistance, and they were frustrated by what they saw as a dead end in the CAPPS plan and their own efforts to implement it. The problem was due to both a lack of ideas and a shortage of money. A typical comment was, "Where do we go from here?"

To maintain the credibility of CAPPS and the generally positive reaction to the Rule, IDPI might offer some kind of assistance in designing effective and affordable models for remediation. State funding in this area may be essential.

Problems

Two questions seemed relevant to the problems encountered in the implementation of CAPPS. One was very general: What have been the major difficulties? The other was more specific, listing the areas where troubles had arisen with other similar plans: Did the problems include setting standards, locating good test instruments, fitting exceptional children into the program, designing remediation, finding staff time, or paying the bill?

The responses did not include any surprises, and both the surveys and the case studies reflected the same concerns. After some initial confusion about possible options, setting standards did not prove difficult. Published tests with some degree of curricular validity were not hard to find. Children who had been formally identified as exceptional were automatically excluded. Remediation, time, and money were perceived as substantial dilemmas.

Planning for remediation was a very real problem that has already been examined.

Time was also a problem. Preparing two curriculum plans--language arts and social studies--in the first year strained the staff resources of even the largest corporations. The demands on teacher time continued to be a problem into the second year. School corporations had difficulty in releasing classroom teachers for in-service activities because competent substitutes were simply not available. One response to this problem might have been to assign more of the work to administrators than was desirable, thus burdening them and

decreasing the effectiveness of the plan by not involving classroom teachers enough. The paperwork required by the reporting component of C-1 compounded the problem of time.

Unfortunately, no easy solution comes to mind. The amount of work demanded of staff members, even the sense of the pressure of time, contributed to the communication, the sense of camaraderie, and the satisfaction of accomplishment that was one of the most positive effects of CAPPS. Eliminating the reporting now necessary was not recommended even by the administrators of the school districts in the case studies. To do so would significantly weaken the Rule. In fact, school corporations recommended that the reports be used as a basis for actively applying the sanctions that are available against districts that did not comply with C-1.

Ideas for alternative schedules of in-service and a revised and simplified reporting system--one that would take less time to complete but still demand evidence of compliance--are needed.

Some participants saw financial costs as a problem. Staff time costs money, tests cost money, remediation costs money. The estimates of the costs of CAPPS made by Indiana educators were less than the estimates of the costs of other state-mandated programs made by educators from other states. Still, money was perceived as a constraint in a number of school districts. An obvious recommendation, although no less valid because it is obvious, is increased state funding.

Attitudes

The primary question here was how key people in local school corporations perceived the possible positive and negative effects of the C-1 Rule. Will it result in better school programs, or will its ultimate impact be negligible?

There was no simple answer to that question. With some reservations, participants in local school districts came to feel favorably toward CAPPS. There was initial resistance, and there continued to be objections--to the annual reporting of curriculum plans for all four areas, for example. But the IDPI survey reported well-disposed reactions to a majority of the statements on the form, and the comments elicited by the ISBA survey were at least evenly split. The case studies strongly supported the conclusion that participants felt good about what they saw occurring as a result of the C-1 Rule.

The reasons for this endorsement were not so clear-cut. Improved communication, higher staff morale, and better curriculum plans are obvious and perhaps sufficient explanations. They, in turn, can be assumed to be viewed as important components of better overall school programs with real and long-range consequences. However, the case studies suggested an additional motivation--the C-1 Rule was seen as

an alternative to the type of minimum competency testing program which is state controlled and which insists that test scores be used to determine high school graduation. That perception alone encouraged the participants to look on it favorably. The consensus seemed to be, "If we do this acceptably, it will satisfy any demand for a 'real' minimum competency law." This strong distaste for "real" minimum competency testing programs may well be educationally sound and philosophically wise, but it has influenced the positive way in which Indiana educators evaluated CAPPS.

One other effect of the C-1 Rule relating to attitudes should be mentioned. It concerns perceptions about the IDPI itself. The CAPPS program has significantly increased the contact between local school districts and the curriculum division of the IDPI. The ISBA and the IDPI surveys indicated that well over half of the local corporations received assistance from state consultants. They also implied that these districts felt the aid was helpful. The case studies suggest that the rapport between local schools and the IDPI before CAPPS was limited. The efforts of the Department are not, even now, fully endorsed or approved, but there is some hint that the opportunity does presently exist for the IDPI to polish its image and expand its influence in constructive ways.

Chapter IV

SUMMARY OF EVALUATION PROCEDURES AND RESULTS FROM THE FIRST YEAR OF CAPPS

Kathleen Ruddy Lane, Victor A. Smith and Jill Edwards Olshavsky

Through the Comprehensive Assessment and Program Planning System (CAPPS), the Indiana Department of Public Instruction (IDPI) has collected information about the evaluation procedures used by local districts (corporations) in Indiana and the results of these procedures. One outgrowth of CAPPS has been that comprehensive data about evaluation practices in Indiana are available for the first time. While the IDPI and others have collected preliminary information about the broader impact of CAPPS, this chapter only summarizes the data supplied by public and accredited non-public schools on required reporting forms. The data provided in this report were based on statewide analyses of the information reported to the IDPI in the areas of reading, spelling and composition, the first content areas included in the CAPPS process. Most of these data were first reported in the *CAPPS Annual Report 1978-79* (1980). Similar data from the perspective of reading are reported by Green and Olshavsky (1980).

On a series of three reporting forms, local districts reported on needs assessment techniques, goals and objectives, local standards, methods of evaluating student achievement, results, and remedial efforts. These results are timely due to both the widespread concern about achievement in basic skills and the implications of this concern for instruction.

It should be stressed that objectives identified under CAPPS procedures do not constitute the entire curriculum but rather that basic part of the curriculum which all students are expected to master. For the evaluation of student progress, CAPPS focuses on obtaining information which will be useful in making instructional decisions about these basic objectives. Schools may select either norm-referenced or criterion-referenced published tests as formal measures, or they may employ a locally-developed test or a textbook mastery test for which validity and reliability have been established. Informal measures are also a part of the CAPPS process. These may include reading inventories, interest inventories, writing samples, cloze

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tests, observation checklists, and inventories of class work. Results of these measures indicate which students meet and which fail to meet locally determined standards. Local districts also report what remedial strategies they provide for students who do not meet their standards.

Data Collection

Data collection procedures began as the IDPI announced reporting dates and distributed forms. Workshops and other methods of technical assistance were provided to help local districts. As CAPPS forms were submitted, information was reviewed and recorded. If forms were not received or were not completed as specified, the regional consultant assigned to that school or district called or visited the school to assist with the process. Data were used to compile statewide profiles of performance on the tests used in Indiana and to direct assistance to the local districts. Districts which have developed special features for CAPPS and persons with special expertise were invited to share their experiences at regional workshops.

Limitations

All the information on CAPPS must be submitted by the local districts to the Department of Public Instruction. Therefore, the accuracy of the results depends on local reporting systems. Local reports are assumed to be truthful, accurate, and representative of the prescribed steps of CAPPS, such as consulting a Local Advisory Committee. Checks on this information are not made directly. Instead, information gathered from regional consultants, mailed surveys, case-study evaluations, and subsequent reports serve as further sources of documentation. Because of the local autonomy assured in the CAPPS process, there is great diversity in local implementation. This paper only summarizes general trends of the first year, and is not meant to provide an exhaustive description of the CAPPS results.

The following presentation of findings about student evaluation is divided into discussions of evaluation procedures and evaluation results.

Evaluation Procedures

The implementation of CAPPS has produced the first statewide data describing evaluation procedures in Indiana schools. An awareness of procedures is important for a full understanding of evaluation results. Four facets of evaluation procedures were reported in the *CAPPS Annual Report 1978-79* (1980) and are described here: needs assessment techniques, informal measurement techniques, formal measurement techniques and, a related aspect, remediation strategies.

Needs Assessment Techniques

In determining needs in reading, composition and spelling, schools reported a greater use of norm-referenced tests than any other type of instrument. Systematic teacher observations, skills checklists, and teacher-constructed tests were also commonly used.

From primary grades through junior high, various needs assessment techniques were used at a consistent level. In the high school grades, however, use of all techniques declined. This is illustrated in Table IV.1

TABLE IV.1

NEEDS ASSESSMENT TECHNIQUES

	Primary	Intermediate	Junior High	High School
Norm-Referenced Test	86%	90%	84%	64%
Systematic Teacher Observation	75%	75%	70%	54%
Skill Checklists	60%	59%	38%	22%
Teacher Constructed Tests	58%	59%	59%	44%

* Percentages exceed 100% because many corporations reported more than one needs assessment technique.

Informal Measurement Techniques

Systematic teacher observation was the most frequently used informal measure for all subject areas, followed by student products, mastery tests and skills checklists. As might be expected, mastery tests were more frequently used in reading and spelling, while student products were more common in composition. The use of mastery tests was most common in the early grades, but it declined somewhat in high school. Table IV.2 presents a summary of informal measures used for each grade level in all three subject areas.

TABLE IV.2

TYPE OF INFORMAL MEASURES USED

	Primary	Intermediate	Junior High	High School
Reading	(N=267)	(N=267)	(N=252)	(N=210)
1. Systematic Teacher Observation	77.5%	76.8%	82.9%	82.9%
2. Student Products	39.7%	40.4%	42.9%	42.9%
3. Skills Checklists	50.6%	49.8%	36.9%	36.9%
4. Mastery Tests	62.2%	59.6%	47.6%	40.5%
5. Other	6.4%	6.4%	6.7%	8.1%
Composition	(N=292)	(N=295)	(N=280)	(N=215)
1. Systematic Teacher Observation	79.8%	79.0%	81.8%	78.1%
2. Student Products	58.2%	57.6%	56.8%	60.0%
3. Skills Checklists	40.1%	40.3%	37.9%	38.6%
4. Mastery Tests	44.5%	45.8%	43.2%	38.6%
5. Other	4.1%	5.4%	5.0%	7.4%
Spelling	(N=282)	(N=284)	(N=268)	(N=208)
1. Systematic Teacher Observation	79.4%	78.5%	80.2%	78.4%
2. Student Products	50.4%	49.6%	52.5%	54.8%
3. Skills Checklists	30.4%	38.0%	33.2%	32.2%
4. Mastery Tests	59.9%	60.2%	55.2%	46.6%
5. Other	6.7%	7.4%	7.5%	7.7%

* Percentages may exceed 100% because many corporations used more than one informal measure.

TABLE IV.3

TYPE OF FORMAL MEASURE USED

	Primary	Intermediate	Junior High	High School
Reading	(N=310)	(N=279)	(N=267)	(N=229)
1. Published Norm-Referenced Test	95.3%	95.3%	94.4%	94.3%
2. Published Criterion-Referenced Test	1.8%	1.4%	1.9%	2.2%
3. Test Commercially Developed From Selected Objectives	1.8%	1.8%	1.1%	0.9%
4. Locally Developed Test	1.1%	1.4%	2.6%	2.6%
Composition	(N=305)	(N=312)	(N=292)	(N=235)
1. Norm-Referenced	88.9%	89.4%	89.4%	86.0%
2. Criterion-Referenced	1.0%	1.0%	1.4%	1.7%
3. Commercially Developed	1.3%	0.8%	1.0%	0.4%
4. Locally Developed	8.5%	8.0%	7.9%	11.9%
Spelling	(N=306)	(N=311)	(N=287)	(N=215)
1. Norm-Referenced	93.1%	93.6%	91.3%	77.7%
2. Criterion-Referenced	0.6%	0.6%	0.7%	2.3%
3. Commercially Developed	1.6%	1.3%	1.0%	0.9%
4. Locally Developed	4.6%	4.2%	7.0%	19.1%

Formal Measurement Techniques

Rule C-1 calls for the evaluation of student progress using formal measures in grades 3, 6, 8 and 10, or a similar pattern. In reading, composition and spelling, most schools followed that pattern. Grades 3, 8 and 10 were clearly the leading choices. Grade 5 was a close second as a substitute for grade 6. All grades except first grade were represented in the statewide pattern of grades tested.

A wide range of dates was reported for student testing. For 81 percent of the districts reporting, testing was done in the spring (March, April and May), but some tested in the fall, some tested both fall and spring, and some tested at mid-year. Every month except July was reported as a testing date by at least one school corporation.

In designing a formal evaluation procedure, districts could select from four types of tests: published norm-referenced tests, published criterion-referenced tests, tests commercially or locally developed from selected objectives, and textbook mastery tests. By far, the greatest number of districts chose published norm-referenced tests. Almost all reading tests were norm-referenced. In composition and spelling, locally developed tests cut slightly into the norm-referenced test dominance, particularly in the high school spelling assessment. Table IV.3 presents a summary of the types of formal measures at each level for all three subject areas.

Remediation Strategies

As a follow-up to the evaluation of student progress, CAPPS addresses remediation by encouraging "corrective and developmental" strategies for student instruction. Schools are asked in one report to write a narrative answer to the question: "What are you doing for students who fail to meet the standards?" Remedial classes were the most frequently employed remedial strategy, mentioned by 67 percent of local districts in reading, 54 percent in composition, and 51 percent in spelling. The next most frequently employed strategy was tutoring, cited by 52 percent of local districts in reading, 41 percent in composition, and 36 percent in spelling. Other frequently mentioned remedial methods were summer school and special materials. Table IV.4 presents complete results.

TABLE IV.4

PERCENTAGE OF REMEDIAL STRATEGIES
FOR READING, COMPOSITION, SPELLING

	READING %	SPELLING %	COMPOSITION %
Remedial Class	66.8	54.2	50.6
Tutoring	51.9	41.3	35.6
Summer School	37.6	26.5	22.2
Special Materials	35.3	30.6	25.4
Other	63.6	51.9	39.9
	N=295	N=334	N=311

* Percentages may exceed 100% because many corporations checked more than one strategy.

Evaluation Results

Student evaluation results can be viewed in at least two ways using CAPPS data. One way is to look at the number of students meeting standards locally adopted by public and accredited non-public schools. A second way is to look at how Indiana students scored on standardized tests. Normed tests provide results which can be reported in stanines. Stanines 1, 2 and 3 represent below average achievement; stanines 4, 5 and 6 are average; and stanines 7, 8 and 9 represent above average achievement. Assessments of student performance in terms of these three stanine bands are based on national norms established for each standardized norm-referenced test.

Standards Selected, Standards Met

Under the CAPPS procedure, the use of standards as well as the standards themselves are determined at the local level. In 1978-79, most corporations and accredited non-public schools established standards for the purpose of identifying students who needed special assistance. At the same time, many of those reporting indicated that if more students than anticipated did not meet standards, program revision would be necessary. Therefore, standards established reflected

the desire both to assist individual students and to improve educational programs for all students.

Analysis of standards reported by schools revealed that most school corporations have established a standard based on their norm-referenced achievement test. Of those standards, the most frequently used standard was that students would reach the fourth stanine. Many corporations reflected the flexibility of the rule by incorporating informal measures in their standards. Examples of standards based on informal measures included checklists about the number of books read or the number of pertinent questions asked.

Many different standards were selected by local schools. In 41 percent of the corporations, more than one standard was selected. Often this included the use of both a formal and an informal measure. Different standards for different grade levels were utilized by 17 percent of the corporations. Different standards for various ability levels within a grade level were employed by 3 percent of the corporations. Individual student standards were utilized by 3 percent of the corporations.

School districts reported other types of standards including grade level equivalent scores (18 percent), performance objectives (15 percent), criterion-referenced tests (3 percent), letter grades (17 percent) and ability patterns (7 percent). Of those that selected informal standards, 41 percent developed a skills checklist and 25 percent utilized their locally adopted basal series mastery test to determine whether standards had been met.

Reading reports were examined to see how well students met local standards. Overall, in 89 percent of the corporations, 80 percent or more of the students met the local reading standards at the primary level. At the intermediate level, 84 percent of the corporations reported that 80 percent or more of the students met the local standards. At the junior high level, 80 percent of the corporations reported that 80 percent or more of the students met local standards. The high school level showed 83 percent of the corporations reporting that 80 percent or more of the students met the local standards. In examining these figures, consideration should be given to the fact that the figures reflect the wide variety of standards which were established in Indiana schools. Full understanding of the figures requires an understanding of the standards used in each case.

Results of Norm-referenced Testing

To assess Indiana student performance in reading, composition and spelling, scores on nationally-normed tests were examined. Using stanines based on national norms, the expected percentage of students in the three stanine bands would be as follows: stanines 1, 2 and 3 -

23 percent; stanines 4, 5 and 6 - 54 percent and stanines 7, 8 and 9 - 23 percent. Many test publishers classify these bands as below average, average and above average. Results on each reading, composition and spelling test taken by at least 1,000 students were examined to determine whether, on any test, (1) the number of students in the top three stanines exceeded 23 percent or (2) the number of students in the bottom three stanines was less than 23 percent. Chi square was used to test for significant differences from the expected percentages, using the .01 level.

Analysis indicated students were doing better than expected on national norms. The test results included more than 216,000 students in reading, more than 185,000 students in composition, and over 183,000 students in spelling. This analysis is based upon the following assumptions: (1) that the anonymous test results were accurately reported by corporations and accredited non-public schools and (2) that the various standardized tests selected by local schools had content validity for testing reading, composition and spelling.

At the primary level (grades 2-3), scores on 32 tests were analyzed. In Indiana, significantly more than the expected 23 percent primary students scored in the highest three stanines on 28 of the 32 tests. Significantly fewer than 23 percent in the lowest three stanines on every test.

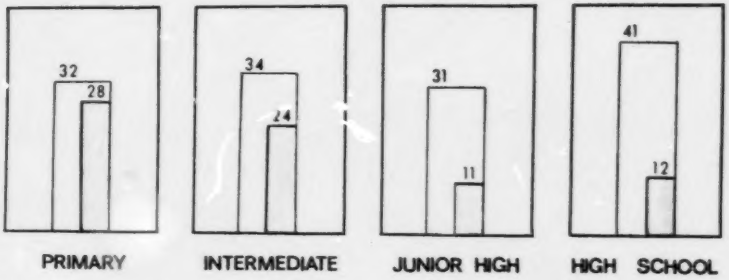
In intermediate grades (4-6), over 23 percent of the students scored in the top three stanines on 24 of 34 tests. Fewer than 23 percent scored in the bottom three stanines on 30 of the 34 tests.

Of 31 tests at the junior high level (grades 7-8), more than expected scored in the top three stanines on 11 tests, while fewer than expected scored in the bottom three stanines on 23 tests.

At the high school level (grades 9-12), results on the 41 tests used were higher than expected but more nearly in line with national performance. More than 23 percent scored above average on 12 of the tests, and fewer than 23 percent scored in the bottom three stanines on 27 tests. Therefore, the results indicate that students in Indiana achieved above national expectations on most of the tests used. The data are illustrated in Tables IV.5 and IV.6.

TABLE IV.5

INDIANA TEST RESULTS IN READING, COMPOSITION, AND SPELLING USING NATIONALLY-NORMED TESTS



Total Students Reported:

Reading - 216,088 **Composition - 185,282** **Spelling - 183,394**

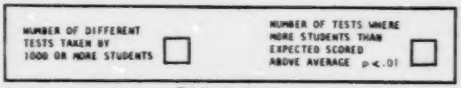
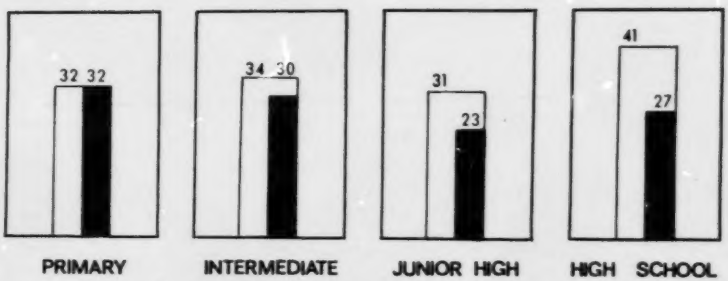

NUMBER OF DIFFERENT TESTS TAKEN BY 1000 OR MORE STUDENTS
NUMBER OF TESTS WHERE MORE STUDENTS THAN EXPECTED SCORED ABOVE AVERAGE p<.01

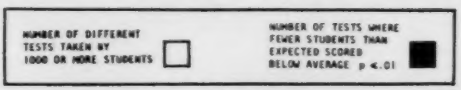
TABLE IV.6

INDIANA TEST RESULTS IN READING, COMPOSITION, AND SPELLING USING NATIONALLY-NORMED TESTS



Total Students Reported:

Reading - 216,088 **Composition - 185,282** **Spelling - 183,394**


NUMBER OF DIFFERENT TESTS TAKEN BY 1000 OR MORE STUDENTS
NUMBER OF TESTS WHERE FEWER STUDENTS THAN EXPECTED SCORED BELOW AVERAGE p<.01

Conclusions

Results of the first year of CAPPS revealed that, for the most part, evaluation procedures and standards were traditional. By far the most common informal measure was teacher observation, used by about 80 percent of those reporting. Student products, skills checklists, and mastery tests were also frequently used. It is important to note that these informal measures are often an integral part of teaching and do not require special development or administration. Formal measures were dominated by norm-referenced tests, used by over three-quarters of the schools. In composition and spelling, locally developed tests were used by a small percentage of the school districts (between four and 19 percent). Standards were most often based on norm-referenced test results. Analysis of procedures used in subsequent years will reveal whether having more time to prepare for CAPPS produces more sophisticated or diverse evaluation techniques.

Results also showed that in the areas of reading, spelling, and compositon, Indiana students are doing quite well. In at least 80 percent of the school corporations in the state, 80 percent or more of the students met the locally determined standard at all levels in reading. Results of norm-referenced tests revealed that on many of these tests, at all four levels, more students than expected scored in the top stanine band and fewer than expected scored in the bottom stanine band.

Educational improvement is the purpose of the CAPPS program. Remediation strategies have been developed by all districts for students who fail to meet locally-determined standards. Remedial classes and tutoring are the most frequently utilized strategies at this time. It is hoped that assessment through CAPPS will lead to ongoing program review and improvement so that the needs of all students can be effectively met.

While a thorough assessment of the impact of CAPPS needs to be undertaken, this summary of evaluation procedures and results provides preliminary information about certain aspects of the program. It is hoped that in future years, longitudinal data will reveal more about CAPPS' impact upon evaluation procedures used by Indiana schools.

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